C 89

CUBAN AND HAITIAN REFUGEE EDUCATION

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

SECOND SESSION

ON

H.R. 7425

TO AMEND THE INDOCHINA REFUGEE CHILDREN ASSISTANCE ACT OF 1976 TO PROVIDE FOR ASSISTANCE TO EDUCATIONAL AGENCIES FOR SERVICES PROVIDED TO CUBAN AND HAITIAN REFUGEE CHILDREN

HEARINGS HELD IN MIAMI, FLA., ON JUNE 23; WASHINGTON, D.C., ON JULY 1, 1980

Printed for the use of the Committee on Education and Labor

NEWARK PUBLIC LIBRARY

DEC 16 1980

U. S. GOVT. PUBS.
DEPOSITORY 376

U.S. GOVERNMENT PRINTING OFFICE

67-162 O WASHINGTON: 1980

Y4.Ed 8/1:

COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, *Chairman*

FRANK THOMPSON, Jr., New Jersey
JOHN BRADEMAS, Indiana
AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
PHILLIP BURTON, California
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
IKE ANDREWS, North Carolina
PAUL SIMON, Illinois
EDWARD P. BEARD, Rhode Island
GEORGE MILLER, California
MICHAEL O. MYERS, Pennsylvania
AUSTIN J. MURPHY, Pennsylvania
TED WEISS, New York
BALTASAR CORRADA, Puerto Rico
DALE E. KILDEE, Michigan
PETER A. PEYSER, New York
EDWARD J. STACK, Florida
PAT WILLIAMS, Montana
WILLIAM R. RATCHFORD, Connecticut
RAY KOGOVSEK, Colorado
DON BAILEY, Pennsylvania

JOHN M. ASHBROOK, Ohio
JOHN N. ERLENBORN, Illinois
JOHN H. BUCHANAN, Jr., Alabama
JAMES M. JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
MICKEY EDWARDS, Oklahoma
E. THOMAS COLEMAN, Missouri
KEN KRAMER, Colorado
ARLEN ERDAHL, Minnesota
THOMAS J. TAUKE, Iowa
DANIEL B. CRANE, Illinois
JON HINSON, Mississippi
THOMAS E. PETRI, Wisconsin

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

CARL D. PERKINS, Kentucky, *Chairman*

WILLIAM D. FORD, Michigan
IKE ANDREWS, North Carolina
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
BALTASAR CORRADA, Puerto Rico
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
AUGUSTUS F. HAWKINS, California
MICHAEL O. MYERS, Pennsylvania
RAY KOGOVSEK, Colorado

WILLIAM F. GOODLING, Pennsylvania
JOHN H. BUCHANAN, Jr., Alabama
ARLEN ERDAHL, Minnesota
DANIEL B. CRANE, Illinois
JON HINSON, Mississippi
JOHN M. ASHBROOK, Ohio
(Ex Officio)

best copy available

CONTENTS

	Page
Hearings held in:	
Miami, Fla., on June 23, 1980	1
Washington, D.C., on July 1, 1980	85
Text of H.R. 7425	2
Statement of:	
Bakalis, Hon. Michael, Deputy Under Secretary for Intergovernmental Affairs, U.S. Department of Education	87
Britton, Leonard, superintendent, Dade County Public Schools	17
Clark, Steve, mayor, Metropolitan Dade County	69
Costello, Dick, Broward Teachers Union	62
Crawford, Vernon, administrative assistant for public information, Palm Beach County school system	52
Ebel, Dr. Caroline, director of English as a second language, Lancaster-Lebanon Intermediate Unit, Pennsylvania	150
Forman, Howard, chairman, Broward County Commission	71
Garcia, Eleanor M., director, bilingual education program, Monroe County Public Schools	74
Gonzalez, Josue, director, bilingual education and minority languages affairs, U.S. Department of Education	93
Havrilesky, Cathryn, assistant commissioner of education, State of New Jersey	100
Highton, Thomas, superintendent of schools, Union City, N.J	127
Kalan, Nancy, school system bilingual department, Broward County schools	50
Kanarick, Roberta, coordinator or bilingual education, Elizabeth, N.J	128
Lehman, Hon. William, a Representative in Congress from the State of Florida	97
McCabe, Robert, president, Miami-Dade Community College	41
Menendey, Robert, secretary Union City, N.J., board of education	115
Miller, Phyllis, chairperson, Dade County School Board	8
Pearson, Linda, classroom Teachers Association, accompanied by Kine Barrowman, Florida Teaching Profession, National Education Association, and Arlene Tobias, executive director, Florida Teaching Profession	60
Portis, Richard G., executive director, Dade County OIC, Miami, Fla	45
Raparelli, Carl, superintendent of schools, West New York, N.J	121
Rolle, Roland, United Teachers of Dade	64
Romano, Louis, secretary of business administration, West New York school system	131
Scanlon, Robert, secretary of education, Commonwealth of Pennsylvania	139
Tobias, Arlene, executive director, Florida Teaching Profession	67
Tufts, Jean, president, National School Boards Association, Washington, D.C	153
Turlington, Ralph, commissioner of education, State of Florida	34
Wright, Kathleen, vice chairperson Broward County School Board	47
Young, Walter, chairman, House Education Committee, Florida State Legislature	38
Zak, Marilyn, refugee officer, Department of State	23
Prepared statements, letters, supplemental material, et cetera:	
Ashline, Nelson F., interim State superintendent of education, Illinois State Board of Education, testimony subcommitted by	157
Britton, Dr. Leonard M., superintendent of schools, Dade County Public Schools, "Recap--Entrant Impact, July 16, 1980," report entitled	21
Canavan, Bob, legislative specialist, National Education Association, prepared statement of	155

Prepared statements, letters, supplemental material, et cetera: —Continued
Crawford, Vernon A., administrative assistant, public information, on behalf of the school board, Palm Beach County, Fla., prepared statement submitted by ..... Fa
Friedman, Charlotte, legislative specialist, American Association of School Administrators, Arlington, Va., letter to Chairman Perkins dated July 10, 1980 5
Garcia, Eleanor M., director of the bilingual education program, Monroe County Public Schools, prepared statement presented by 15
Havrilesky, Cathryn, assistant commissioner of education, State of New Jersey, supporting statement and data 7
Hodes, Richard, appropriations subcommittee chairman on educational funding, Florida House of Representatives, prepared testimony by 10
Humphrey, Gregory A., director of legislation, American Federation of Teachers, letter to Chairman Perkins, dated September 4, 1980 8
Lehman, Hon. William, a Representative in Congress from the State of Florida, prepared statement of 15
Menendez, Robert, secretary, Union City, N.J., attachment to the prepared statement 97
Miller, Phyllis, chairperson, Dade County School Board, "Impact: The Influx of Refugees Into Dade County Public Schools," report entitled 117
Pepper, Hon. Claude, a Representative in Congress from the State of Florida, prepared statement of 11
Raparelli, Carl, superintendent of schools, West New York, N.J.: 99
Letter to Chairman Perkins, dated June 30, 1980, from Anthony M. DeFino, mayor, West New York, N.J 125
Statement of 122
Rolle, Roland, United Teachers of Dade, prepared statement of 66
Scanlon, Robert, secretary of education, Commonwealth of Pennsylvania: .
Chart 1—Screening costs 143
Chart 2—Cost per person 144
Chart 3—For persons who have been resettled, cost to community or school district 145
Chart 4—For persons remaining at gap 146
Zak, Marilyn, refugee officer, State Department, prepared statement of 24

READEX FICHE

CUBAN AND HAITIAN REFUGEE EDUCATION

MONDAY, JUNE 23, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Miami, Fla.

The subcommittee met pursuant to notice, at 8 a.m., at the Lindsey Hopkins Education Center, 410 NE Second Avenue, Miami, Fla., Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Erdahl, and Stack.

Staff present: John F. Jennings, counsel; William Clohan, minority counsel for education.

[The complete text of H.R. 7425 follows:]

I

96TH CONGRESS
2D SESSION

H. R. 7425

To amend the Indochina Refugee Children Assistance Act of 1976 to provide for assistance to educational agencies for services provided to Cuban and Haitian refugee children.

IN THE HOUSE OF REPRESENTATIVES

MAY 21, 1980

Mr. STACK introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To amend the Indochina Refugee Children Assistance Act of 1976 to provide for assistance to educational agencies for services provided to Cuban and Haitian refugee children.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title II of the Indochina Refugee Children Assistance Act of 1976 is amended—

(1) in section 201(b), by inserting "(A)" immediately after "(3)" and by inserting at the end of paragraph (3) the following new subparagraph:

"(B) The term 'Caribbean refugee children' means children from alien families who (i) because of persecution or fear of persecution on account of race, religion, or political opinion, fled from Cuba or Haiti, (ii) cannot return there because of fear of such persecution, (iii) are in urgent need of assistance, and (iv) are paroled into the United States by the Attorney General pursuant to section 212(d) of the Immigration and Naturalization Act on or after January 1, 1979.";

(2) in section 202(b)(1), by inserting "the sum of" immediately before "the number" and by inserting immediately after "inclusive" the following: "and the number of Caribbean refugee children of such ages,"; and

(3) by inserting "and Caribbean refugee children" immediately after "Indochina refugee children" each place it appears in sections 202(e), 203, and 205(a)(3), and (6)(i).

O

Chairman PERKINS. Ladies and gentlemen, the Subcommittee on Elementary, Secondary, and Vocational Education of the House Education and Labor Committee is conducting a hearing this morning on H.R. 7425. Congressman Stack has requested that we come here and look closely at the Cuban refugee problem. I think we all realize that as long as the Cubans and Haitians are on our shores, and in our midst, that America, especially the Federal Government, has an obligation to deal with these people and make every contribution that we possibly can, instead of leaving all the responsibility on the local government. I know there are more refugees here than was ever anticipated, and for that reason we are here. We feel that you have a real dilemma in this whole area and other sections of the country, because of the Haitians and the Cuban refugees, and we want to make every contribution possible to deal with them in the most economically feasible way. Mr. Stack, I am delighted to be here with you. I know that we do not have a greater individual in the Congress in trying to serve the people than yourself. Congressman Erdahl likewise agrees with me and he is delighted to be here this morning with us. I am delighted to be in Miami and I hope this will be a productive hearing.

I understand that the school districts in this area are confronting a serious and urgent problem. Daily we in Congress hear news reports of the most recent developments with regard to the hundreds of thousands of Cubans and Haitian refugees entering the country. Everyone is greatly concerned about the immediate problem of placing, housing and employing the refugees, but too infrequently do we stop to think about the impending crisis the school districts face in absorbing the refugee children at a time when local resources are already scarce. I would like to commend Congressman Stack for initiating this hearing. Congressman Stack is representing you well through his prompt introduction of legislation to remedy this situation.

I noted with interest on Friday that the President has decided to bypass the provisions of the Refugee Act of 1980 and create a special category for dealing legislatively with the Cuban and Haitian refugees. As I understand it, the President will give these refugees an indefinite parole, allowing them to stay in this country for about a year. In addition, the admission proposal calls for benefits to these refugees to be shared by Federal, State, and local governments. This means that the Cuban and Haitian refugees will get about half as much Federal assistance as the full reimbursements set by the Refugee Act of 1980. I would appreciate hearing any comments from my colleagues before we hear the witnesses. I would like to thank all of the witnesses this morning for appearing.

I would like to introduce the lady on my right, Ms. Maxienne Dargans Fleming, who served with us in Congress as chief clerk of our committee and other important positions for approximately 35 years. She was one of my chief aides for many years, some 15 or 20 years, and she retired about a year ago and moved to Florida. I am delighted to see her on this occasion. She is getting along well. She met us at the plane yesterday and she says she enjoys the State of Florida.

Congressman Stack, I notice you have several witnesses here this morning. Before we hear those witnesses I think we should hear

from you. I know you have some opening remarks, both you and Congressman Erdahl. I call on Congressman Stack at this time.

Mr. STACK. Thank you, Mr. Chairman. First may I say that I want to thank you very sincerely for coming here today. I know it was not an easy thing for you to do. We live close by, I might say I live close by, and I come home every weekend, but to have a man of your great stature and leadership in the Congress, the chairman of one of the most prestigious committees in the House, the House Committee on Education and Labor, take upon himself the burden of coming here today because of his great interest in equity is truly an honor. Where we have created a problem for local school districts, Mr. Perkins readily joined with me when I explained to him my interest in trying to put something together here, as he might help do equity to those who are involved. The problem that we want to deal with today is basically one that has been caused by the Federal Government, in the sense that it is the immigration policies of the Government, in its open-hands and open-heart policies, with which certainly I do not intend to imply disagreement, that have caused the problem. We have had a huge influx since April 19 of Cuban refugees, Haitian refugees, Nicaraguan refugees, and what I am attempting to do with this proposed legislation is to reimburse the local school districts, to the extent possible, for their added costs in paying for the education of the children of these refugees.

Now of course I refer to costs that are involved in educating any child who is enrolled in our school system. In Dade County, and throughout the country, the per pupil cost runs approximately $2,000. Under the circumstances here there will also be special costs involved in bringing these children into a situation where they can fit in the regular classroom, gain acceptance and enter into the learning process. This is so desperately needed to make them good citizens. And, as has been the case with others who came to this country, including my parents as immigrants, they will take their place, become productive citizens, and produce taxes that will pay the costs of sending other people to school.

In the interim there is a very serious local problem, and I have modeled a tentative bill upon the Indochinese Refugee Children Assistance Act of 1976, which of course was adopted because of the entrance into this country of 130,000 Indochinese refugees in the year 1975. At that time the House Education and Labor Committee did consider a bill to reimburse local schools for some of the costs, but at the present time the amounts being paid under this Act to local school districts is very inadequate. I think what we need to do today is to develop the facts concerning the financial impact on the school boards affected throughout the country. South Florida is the area most seriously affected, particularly Dade County. Dade County, Broward County, the county from which I come, Palm Beach and Monroe County are all to an extent seriously affected. Also there are other counties throughout the country where the school districts will have a problem of grave financial import. I understand that the Dade County School Board is already facing financial stringency, and the problem I see is this.

In addition to forgoing equity and simple justice for the local taxpayers, the fact is that if Congress fails to act, to pay for the

cost of these increased enrollments, the quality of education generally will suffer. Those of us who are interested in education, believe that education has impact on all of our social and economic problems. We certainly would not be on this committee if we did not feel that way.

We realize that lack of educational opportunity and poor educational quality is a major cause of crime. It is a case beyond that of impairment of the quality of the lifestyle of the child, which will persist throughout his lifetime. It is loss of human dignity and ability that we cannot tolerate as a nation. This goes much beyond the question of money. Money is important. We have got to have it, but we are talking about something that is basic to the system of government in this country, the system of free public education, and it is not fair to deny to the children who are already enrolled in the school system the education to which they are entitled, because to the extent we do not get the funds that we are talking about, classroom size will have to increase. There will not be sufficient books to go around. Other supplies will not be available. The entire quality of education in the existing school systems affected will be diminished, and the consequence is one that I know that we are not willing on this committee to accept.

Again I want to thank Chairman Perkins. This is a great thing that he is doing for us here and for his country, and he is a great public servant and certainly a great chairman of a great and important House Committee. I would be derelict if I did not also thank Congressman Erdahl, who so effectively represents his district in Minnesota, and of course the national concerns which we address in the Congress. He is a very pleasant man with whom it is indeed a pleasure to work, and I would like to yield now to him if I may. Thank you again, sir.

Mr. ERDAHL. Mr. Chairman and Mr. Stack, thank you very much for yielding to me. It is a pleasure for me to be here in Miami. It is my first visit to this part of the country. We are here obviously because as Members of Congress and of this committee I think we recognize this new influx of refugees from Cuba and Haiti and other parts of the Caribbean is not only a local problem. It is a State problem. It is a national problem. Frankly, it is an international problem, and just how we deal with it in the weeks ahead is going to be crucial. One of the concerns that I have had is that the administration has not seemed to have a concise and a clear proposal on this matter, and yet we have seen some shifting proposals. We are here today, to see if we cannot come up with some consistency in an ongoing proposal to deal with the problems that you people here face as members of the school board, as people concerned about education, as Americans concerned about how do we treat those who flee to our shores. And so, it is a real privilege for me to be here today to listen and to learn, and I trust from this meeting today and other meetings that we will be having in Washington, we will be able to come up with a reasonable proposal and hopefully a solution to this problem.

I do not need to tell the group assembled here as citizens and as taxpayers that we in the Congress are under intense pressures to balance the budget, to cut spending, to pick our priorities of saving and spending very carefully. I think that is one of the real chal-

lenges we face in the 96th Congress. I am a new Member of Congress, and yet I think what we spend wisely for education is the best investment we can make. It is a social investment that pays dividends, but I think also it is an economic investment that over a period of time will pay back good dividends. It is incumbent upon us to listen, and to learn, to act wisely, and to see that we represent the people not only from our districts but from this country, to deal with what has been thrust upon us as a problem most of us did not anticipate when this new year began. Mr. Chairman, I want to commend you again for bringing this hearing out to the people, so to speak, and both of us I know are very pleased to be with our distinguished colleague who represents his people so well, Mr. Stack. Thank you, Mr. Perkins.

Chairman PERKINS. Thank you very much, Mr. Erdahl and Mr. Stack. I notice that we have several witnesses on this list. As it happens the House Committee on Education and Labor has a very important bill on the House floor today, and we did not know that would be the case until after these hearings were set. In fact, we did not know until last Friday. That was my reason for wanting to get the hearing started at 7 o'clock if possible, but regardless we will have several hours here this morning. I will have to leave about 11:30 to catch the 12:10 airplane, but Mr. Stack will be in charge of the hearings. I hope that when we get back to Washington and we conduct some other hearings that we can soon report out a bill to give the schools some relief. Only last week we gave the President in the supplemental appropriation bill $100 million to deal with the refugee problem that could be expended in any way he wants to, but I doubt that much of that will go for education. I am going to call around the first panel this morning, and in order to conserve time we will withhold our questions until we hear from the entire panel. First, Ms. Phyllis Miller, chairperson, Dade County School Board. Mr. Leonard Britton, superintendent, Dade County Public School Board, and Ms. Marilyn Zak, refugee officer, Department of State. Come around, Ms. Miller. We will start right with you. Then we will hear from Mr. Britton and Ms. Zak. Can you get seats together there some way so we can question you. It will save a lot of time if we could hear from each one of you. Then we can direct questions.

Mr. ERDAHL. If you might yield at this point, Mr. Chairman, some of you have submitted written statements, and as the chairman has indicated, we are under pressure to leave I think about 12 o'clock to get back to Washington for a very important hearing. I know the chairman would agree if the witnesses wish, we do accept some areas of their statements and of course we have the rest to read and they will all go into the record.

Chairman PERKINS. Without objection all the prepared statements will be inserted and made a part of the record. Go ahead.

PANEL: PHYLLIS MILLER, CHAIRPERSON, DADE COUNTY SCHOOL BOARD; LEONARD BRITTON, SUPERINTENDENT, DADE COUNTY PUBLIC SCHOOLS; MARILYN ZAK, REFUGEE OFFICER, DEPARTMENT OF STATE

STATEMENT OF PHYLLIS MILLER, CHAIRPERSON, DADE COUNTY SCHOOL BOARD

Ms. MILLER. Good morning. On behalf of the Dade County School Board, I would like to express my sincere appreciation to Congressman Perkins, Congressman Erdahl, for your interest in this situation currently facing the Dade County school system and its community.

I would also like to express, on behalf of all the board members, my appreciation to Congressman Stack for his proposed measure requesting the Federal Government reimburse school districts for the costs incurred in educating the children of Caribbean refugees.

Our Dade County school system is committed to meeting the needs of refugees arriving on our shores. Our efforts have consistently gone beyond those minimally required by law and we have a very proud history of providing educational programs that respond to the specific needs of these groups. In fact, our efforts have been extremely successful and have earned national recognition. They are efforts made possible through the combined work of our community and our school system with support from the national level. Never before in the history of our refugee influx have those efforts been as vitally needed as they are now.

Since 1961, when the first real massive influx of Cuban refugees hit us, we have provided the kinds of special programs that have enabled not only the refugees, but our citizens in general, to develop an awareness of the different cultures that comprise our south Florida society. The record speaks clearly of the many achievements and success stories of our refugees. We have been extremely successful in providing them with the necessary skills to become productive members of our society.

We can be proud of what we have done while recognizing that there still is much more to do.

We realize that we cannot take the credit alone for what has been accomplished thus far. Much of the credit is due to the past responsiveness of Congress which, in the 1960's, acted with expediency and provided the financial support we needed to do the job. Without congressional action, our best efforts would have been unfruitful.

We are again faced with a situation similar to that of the sixties, but one that is far more complex because we are dealing with an even greater diversity of languages and cultures, a much more sensitive environment, and a host of Federal laws and court opinions governing the scope of programs and services we must provide for the refugees.

We have begun to cope with this newest Cuban refugee influx with the support of existing Cuban refugee aid and with the experienced personnel on hand. But our needs at this point are larger and more complicated than we are able to handle within our available resources.

We must increase our existing programs for the Spanish language students and also initiate similar programs for the Haitian refugees, and for refugees from still other countries. We must conform with State and Federal education program requirements. We must keep our community together and we must insure that our refugees obtain the language and other skills that will enable them to productively join our community.

As of this date, we have Russians, Nicaraguans, Vietnamese, and Haitians enrolling in our school system. The Haitians are second only to the Cubans in numbers. The figure as of Thursday, June 19, was 435. We must hire teachers, provide instructional materials——

Chairman PERKINS. Just how long have those 435 been here, to your knowledge?

Ms. MILLER. They are recent, since April 28.

Chairman PERKINS. Since April 28?

Ms. MILLER. Yes.

Chairman PERKINS. Go ahead. Excuse me.

Ms. MILLER. We must hire teachers, provide instructional materials, equipment and supplies, and space for our new influx of Cuban refugees and, now that legal status for the Haitians has been established, we must prepare for significant increases in these refugees.

We must find Haitian personnel to handle the whole spectrum of instruction and support services.

We must identify and begin to train some of our personnel to handle some of the services for which qualified Haitian people cannot be found.

We must begin to develop curriculum materials for the basic skills, social studies, and sciences in the Haitian Creole language—a language which is basically verbal, not written.

We must focus also on the sociocultural adjustment and the acculturation of these newest refugees.

And in time we must begin training in the cultural differences for our teachers so that we reduce the chances of clashes between the various cultures which comprise our community.

We must address the need to raise the academic level of many of these children to that which is consistent with our own standards.

We must plan and generate all the activities associated with establishing vocational training programs for the Haitians so that they, too, can be productive and beneficial members of our community.

At the same time we must expand existing vocational programs to accommodate the continuous influx of the Cuban refugees to Dade County.

We know from past experiences, that no matter where most Cuban refugees are relocated, they eventually will migrate back to Dade County, to the place where they feel most at home. We must be prepared to serve these people so that our community can benefit from its diverse cultures.

Our schools are the most influential institutions in our community. And through our schools and the sound, planned programs they provide, we can insure that the various people in our community

can interrelate in an atmosphere where no particular group will feel neglected or disadvantaged and therefore strike out in anger.

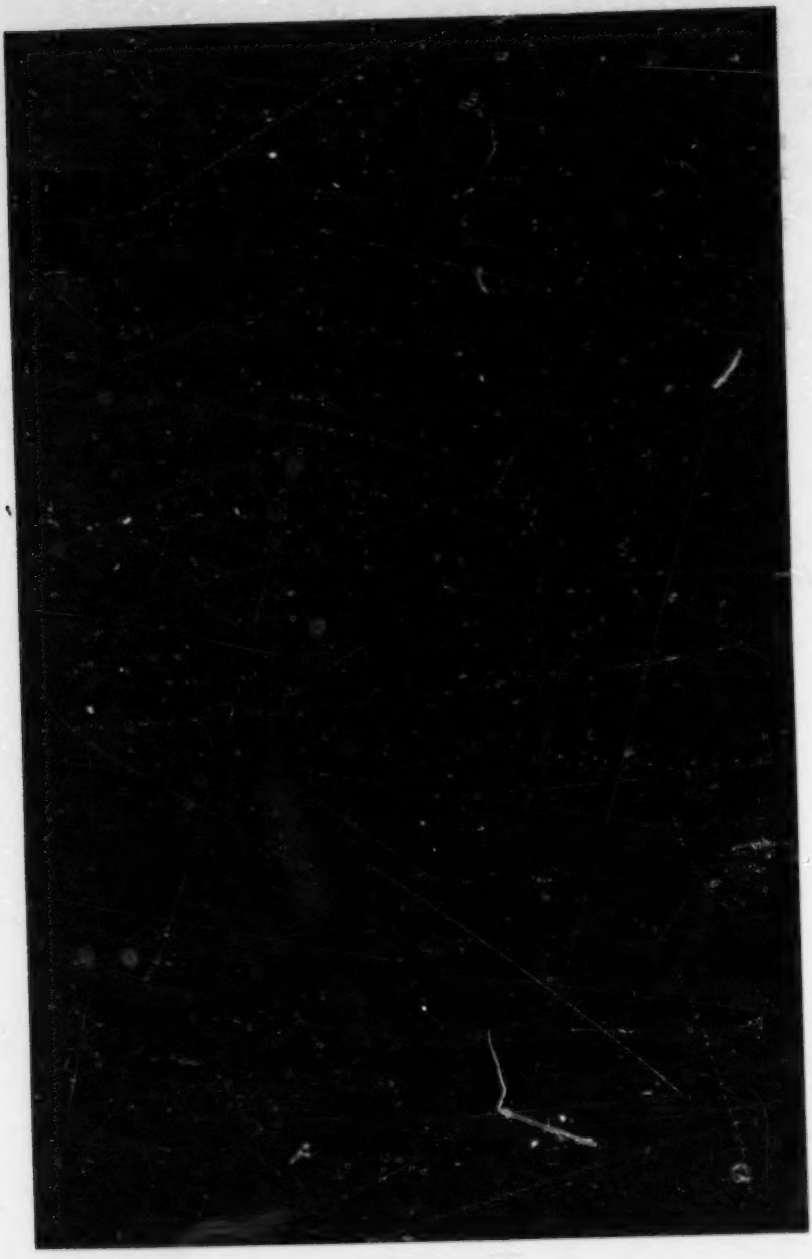
We live in a sensitive environment and we must stay tuned to that situation and work to keep the environment safe for all our residents.

We feel grateful to the subcommittee for considering providing us with $450 per pupil to offset the cost in excess of $1,000 that we know it will take to provide the supplemental services these refugee students will need and that the Federal Government wants us to provide. We appreciate the request for $450 per student, but we respectfully suggest that this amount will not be sufficient to offset our expenditures. The figure of $1,000 is far more realistic. We do not believe that any single community or any one State should be called upon to provide that excess. It will take some $21.5 million in Federal assistance to adequately serve the thousands of refugees who will be in our schools by this September.

Ours is a national problem brought on by a national policy—a policy which we are more than willing to carry out but one that we cannot handle alone. We simply do not have the resources.

We urge you to do as much in the 1980's as you did in the 1960's in meeting the American tradition of assisting those who come here to realize their dream of freedom. Thank you.

[The information submitted by Phyllis Miller follows:]



DADE COUNTY PUBLIC SCHOOLS, MIAMI, FLORIDA

REFUGEE IMPACT - DATA SHEET #5 *

June 19, 1980

Refugee Student Enrollment in Dade County Public Schools (DCPS)**

11,214 Refugee students entered DCPS between July 1, 1979 and June 19, 1980.

7,981 Refugee students entered DCPS between Monday, April 28, 1980 (the first day Mariel students were enrolled in DCPS) through Thursday, June 19, 1980.

CUBAN REFUGEES

± 18,700 Cuban refugee students will have entered the DCPS between April 28, 1980 and September 2, when schools open for 1980-81.

9,652 Cuban refugee students entered the DCPS between July 1, 1979 June 19, 1980.

27 Cuban refugee students (equivalent to 1 classroom) entered the DCPS on the first day refugees from Mariel enrolled.

127 Cuban refugee students (equivalent to 4 classrooms) entered the DCPS on the 18th school day after Mariel refugees reached U. S.

341 Cuban refugee students (equivalent to 11 classrooms) entered the DCPS on the 23rd school day after Mariel refugees reached U.S. (The average number of entrants for each week day in June was 350 students.)

6,850 Cuban refugee students (equivalent to 7 elementary schools) have entered the DCPS during the 53 days from Monday, April 28, 1980 through Thursday, June 19, 1980.

* These analyses will be refined as additional data are available. Detailed analyses of each figure reported are available from the Office of the Assistant Superintendent for Administration.

**"Refugee" is used as a descriptive term not as a legal definition.

± 5,000 Cuban refugee school-aged youth, who may have arrived in Dade County since April 27, 1980 when the first boatload arrived from Mariel, have not as yet enrolled in school.

± 7,500 Additional refugee school-aged youth are expected to resettle in Dade County prior to the opening of school on September 2, 1980.

.... For every refugee student who has enrolled in the DCPS, it is estimated there is at least one additional school-aged youth who has not registered because 48,000 refugees are still being processed by federal authorities, or they are waiting to enroll in school for the next school year.

HAITIAN REFUGEES

435 Haitian refugee students entered DCPS between July 1, 1979 and June 19, 1980.

99 Haitian refugee students entered DCPS since April 28, 1980, when the Federal government granted them legal status equal to Cuban refugees.

± 1,000 Haitian refugee school-aged youth may be residing in Dade County who have not as yet enrolled in school.

.... The granting of political asylum to Haitian refugees could result in significant increases in the current rate of their enrollment (50 per month) in the DCPS.

OTHER REFUGEES

1127 Refugees (other than Cuban and Haitian) have entered DCPS between July 1, 1979 and June 19, 1980 as follows:

926	NICARAGUAN
95	RUSSIAN
91	INDO-CHINESE
5	CZECHOSLAVAKIAN
5	CHILEAN
5	SALVADORIAN
1,127	

97 Nicaraguan refugee students entered DCPS between Monday, April 28, 1980 through Thursday, June 19, 1980.

67-162 O - 80 - 2

Excess Costs for Supplemental Services Above Those Provided All Students

± $1,000 Is required by the DCPS in excess costs above average per pupil expenditure to provide instructional programs, services, and facilities for each refugee student who will enter the DCPS for the 1980-81 school year.

- ± $400 In excess costs is required to provide classroom space, transportation, and support services for each refugee student.
- ± $600 In excess costs is required for supplemental services and indirect costs for each limited-English proficiency student who enters DCPS from a Spanish speaking country. More funds are required for materials development for students from other language backgrounds.

$ 200 Is required for each student who enrolls in the proposed Summer Immersion Program for refugee students.

.... Refugee students entering the DCPS after mid-October but before mid-February generate only 1/2 year's Florida Education Finance Program (FEFP) state financial support for basic services.

.... Refugee students entering the DCPS after mid-February generate no state support (FEFP) for basic services.

.... No federal funds are currently available for supplemental services required by the Office for Civil Rights (OCR).

Projections

± 7,500 Refugee students who entered the U. S. after April 27, 1980 (60% of those eligible) are expected to enroll in the DCPS summer program which begins July 1, 1980.

± 25,000 Refugee school-aged youth may be eligible for DCPS enrollment by mid-October, 1980 if the present rate of resettlement is maintained during the summer of 1980.

General Information

.... There is no effective national program or policy currently in effect which disperses Cuban and Haitian refugees outside of South Florida.

.... There are no additional federal funds appropriated to provide educational services for the newly arrived refugee students for the school year which begins September, 1980.

.... A refugee student population equivalent to that of one new elementary school is enrolling in the DCPS every two days.

.... Based on current construction costs, from $6,000 to $7,000 per student is required to build new facilities.

.... At the local, state and national levels, only one specific piece of legislation has been introduced which would provide funding for educational services for refugee students--the Stack (Representative, 12th District, Broward County, Florida) Amendment to the Indochinese Refugee Children Act of 1976.

CUBAN REFUGEE ADMISSIONS

APRIL 28, 1980 -- THURSDAY, JUNE 19, 1980

			TOTALS
Monday, April 28, 1980	-	27	27
Tuesday, April 29, 1980	-	28	55
Wednesday, April 30, 1980	-	45	100
Thursday, May 1, 1980	-	36	136
Friday, May 2, 1980	-	23	159
Monday, May 5, 1980	-	56	215
Tuesday, May 6, 1980	-	54	269
Wednesday, May 7, 1980	-	60	329
Thursday, May 8, 1980	-	50	379
Friday, May 9, 1980	-	61	440
Monday, May 12, 1980	-	54	494
Tuesday, May 13, 1980	-	106	600
Wednesday, May 14, 1980	-	114	714
Thursday, May 15, 1980	-	86	800
Friday, May 16, 1980	-	118	918
Wednesday, May 21, 1980	-	48	966
Thursday, May 22, 1980	-	122	1088
Friday, May 23, 1980	-	127	1215
Tuesday, May 27, 1980	-	182	1397
Wednesday, May 28, 1980	-	197	1594
Thursday, May 29, 1980	-	184	1778
Friday, May 30, 1980	-	179	1957

Office of Assistant Superintendent for Administration

May, 1980

CUBAN REFUGEE ADMISSIONS

			TOTALS
Monday, June 2, 1980	-	341	2298
Tuesday, June 3, 1980	-	199	2497
Wednesday, June 4, 1980	-	213	2710
Thursday, June 5, 1980	-	340	3050
Friday, June 6, 1980	-	405	3455
Saturday, June 7, 1980	-	239	3694
Monday, June 9, 1980	-	381	4075
Tuesday, June 10, 1980	-	375	4450
Wednesday, June 11, 1980	-	305	4755
Thursday, June 12, 1980	-	368	5123
Friday, June 13, 1980	-	382	5505
Monday, June 16, 1980	-	356	5861
Tuesday, June 17, 1980	-	361	6222
Wednesday, June 18, 1980	-	318	6540
Thursday, June 19, 1980	-	310	6850

Office of Assistant Superintendent for Administration

June, 1980

Chairman PERKINS. Thank you very much for excellent testimony. Now Mr. Britton, superintendent, Dade County Public Schools. Go right ahead.

STATEMENT OF LEONARD BRITTON, SUPERINTENDENT, DADE COUNTY PUBLIC SCHOOLS

Good morning, Congressmen. First of all, on behalf of the Dade County public school system, let me thank Congressman Perkins and the subcommittee for coming here today. Your presence lets us know that we are not alone. It gives us great reassurance that you will be able to help us and are interested in helping us in the future. I would also like to express our appreciation to Congressman Stack for considering the amendment to the Indochina Refugee Children Assistance Act of 1976 which would help provide the assistance we are asking for today. I want to thank him for the assistance he gave in arranging for this session here in Dade County.

Limited Federal assistance to meet the emergency caused by the recent influx of Caribbean refugee children was provided on June 13, 1980, by the President through the Office of Education, when the school district was awarded a $1 million grant to provide an intensive summer program for some of the new refugee children. We certainly appreciate the administration's recognition of this problem and the assistance that they gave to us to help meet this need. However, the problem that we are facing right now in this county and in this State is one that is a problem that cannot be solved on the local and State level alone. It mandates Federal assistance. This school district and this community face a crisis of almost indescribable proportions—a crisis which can result in a disaster for Dade County and its institutions, and the words I am using are used advisedly. They are not meant to be catchy words to be shown in a newspaper or to be talked about, but they show the intense needs that we feel in this community at the present time.

Without the Federal aid that we are talking about, we will be in severe problems in this particular school system, and I point this out in my statement as I go through it today.

I am sure you already are aware that we in south Florida are not novices at handling influxes of refugees. We have had over two decades of experience working in this regard. The measure of success we have achieved thus far has been made possible to a large extent because since 1961 the Federal Government has been a full partner in this effort.

The situation here today is even more urgent than it ever has been in the past. As of June 20, this last Friday, more than 7,000 new Cuban refugee students have enrolled in this school system since Mariel began on April 21, 1980.

Additionally, recent arrivals from Haiti, Nicaragua, Russia, Vietnam and elsewhere, increases this number by another 215 new refugees who need training in the English language, who need academic instruction and who, in many instances need remedial instruction. Our projections show that this total of 7,200 new entrants in just a period of 2 months is only a beginning of our problem.

We anticipate by September of this year, by the time we open school, when refugee families have had time to attend to more immediate problems of housing and employment and then turn their attention to the matter of school the enrollment figure will reach between 18,700 and 20,000 in Dade County alone, with still more entering the Broward and Palm Beach County schools to the north.

This school district must prepare for the opening of school in September. We estimate the number of new non-English speaking students who will enroll will be greater than the size of the vast majority of school districts in the United States. In essence, we will be absorbing the equivalent of a school district the size of that which serves Manatee County, Fla., a district with an operating budget in excess of $34 million. We are looking for a school system in Kentucky and Minnesota that we could give you representative figures.

Chairman PERKINS. Since the Carter administration as I understand it over this past weekend announced that it would only pay for one-third to one-half of any cost associated with the refugees, in your opinion can the Dade County school system absorb the remaining one-half to two-thirds of the cost?

Mr. BRITTON. In no way. We are already in financial difficulty with the school system because of the shortfall of what our needs are and what our own State legislature which is now in session has been able to fund.

Mr. STACK. It is my understanding that you will have a shortfall of some $24 million in your funding? Is this correct?

Mr. BRITTON. Yes. It depends what figure the board finally elects. It can range anywhere from $13 million to $23-$24 million.

Mr. STACK. I have seen those suggested figures.

Mr. BRITTON. That is right. The extent of the programs that must be provided these new students represents a far greater commitment of resources than just a few communities can absorb.

As of now, Dade County public schools, with Federal assistance, is in full compliance with the Office for Civil Rights regulations, and we are providing an excellent program of transitional bilingual education for our students. We have been able to provide and show our consistent regard to provide these commitments over a number of years regardless of the child's language origin, but as we have been able to point out when we bring in over 300 students a day it becomes a financial impossibility for our school system to keep up with this.

This emergency situation largely concentrated in Dade, has been created by a decision made at the national level, to provide refuge and resources to those who seek asylum and freedom in the United States. We believe, therefore, it is a national problem.

Federal requirements obligate this school system to provide these students with supplemental services in both English and their home language, with special language instruction and with a bilingual curriculum, all of which is above and beyond that provided for our regular students whose English speaking ability is not limited. We will not be able to provide these necessary supplement services if we do not receive sufficient Federal aid. While I concentrate on the K through 12 students at the moment we must not forget the

extensive adult education programs required if the adult refugees are to enter the job market and be successfully absorbed in the community. We estimate that to provide the special bilingual vocational training programs we are talking about could add another $2 million to our needs.

The excess cost, those over and above which we would normally spend on the student needed to provide the instructional services, classroom space, transportation and special support services is about $1,000 per pupil per year. Therefore, if we do see another 18,000 to 20,000 students enter by this fall, we are talking in the realm of $20 million needed to be able to operate the school system in a sound manner.

Mr. STACK. Excuse me, doctor. Regarding that figure, you get around 50 percent of your budget from the State and 11 percent from the Federal Government?

Mr. BRITTON. It is approximately that.

Mr. STACK. And around 39 to 40 percent comes from local taxes. Of that $1,000 figure, would the State ratio also hold? Would you get that money from the State? Do you get the rest of your budget?

Mr. BRITTON. What we would get for the additional students who come in would be the basic allocation to the State to any student who would be in the school system. For example, I think it is around $1,100.

Mr. STACK. Would there be special costs?

Mr. BRITTON. There would be nothing from the State to provide for the special costs. They would provide only that which is provided any student, but it has to be over and beyond that.

Mr. STACK. Thank you.

Mr. BRITTON. As I indicated just very briefly, our shortfall already ranges somewhere between $13 to $23 or $24 million dollars depending on what the board decides this fall in order to balance its 1980–81 budget as required by State law. The additional cost of supplementary services for the refugees would increase that budget shortfall to $33.3 to $43.3 million. If we do not have these funds, we would be required to extensively curtail the regular school program, and perhaps face massive layoffs of personnel in order to fund this which we would see as a supplemental program, and this school system cannot face that possibility. We cannot proceed in that manner. Our State has guaranteed to us that each new refugee child will receive the same base student cost for this year for these students but the State is also looking forward to the Federal Government to reimburse that unanticipated expense so that the taxpayers of one State are not required to pay the major cost of this national problem.

The invitation to these refugees was extended at the Federal level, and it is now a crisis situation which has been created and must be addressed at the Federal level. It is essential that the Federal Government make financial provisions for elementary, secondary, and adult education which would include reimbursement for the direct and supplemental personnel instructional costs we have been talking about today.

Under separate cover we will provide to you for your record a copy of some information which will give you all of the details, the specifics of what we are talking about and the justifications for

each of the costs down to the last dollar. It is our contention that reimbursement to the State and to the local districts for costs of educating these refugees must be at the 100-percent level. An unacceptable alternative is to cut programs for our regular students.

We believe that the number we are talking about of 18,700 to 20,000 may well be a conservative figure, but whatever the final number, we in the school system want to be ready to accept the significant numbers of bilingual students, in our schools at all levels and commit ourselves to the expenditures of the money that would be necessary to achieve what is required.

If the integrity of this school system's educational program is to be maintained, if we are to prevent educational chaos and disruption and if we are to continue the tradition which created this Nation from a multitude of refugees in the first place, then Dade County public schools must receive adequate financial assistance, and by adequate I am talking of a minimum of $20 million to offset the estimated cost of $1,000 per pupil.

We know that by your very coming here today, you are aware of these tremendous needs. Again let me express the appreciation of our staff and our community for the time you are giving us and urge you to carry this message back to all members of Congress and to the President. Thank you.

[Information submitted by Leonard Britton follows:]

DADE COUNTY PUBLIC SCHOOLS

ADMINISTRATIVE OFFICE
LINDSEY HOPKINS BUILDING
1410 NORTHEAST SECOND AVENUE
MIAMI, FLORIDA 33132

DR. LEONARD M. BRITTON
SUPERINTENDENT OF SCHOOLS

PAUL W. BELL
ASSISTANT SUPERINTENDENT
FOR ADMINISTRATION

DADE COUNTY SCHOOL BOARD
MRS. PHYLLIS MILLER, CHAIRMAN
MRS. ETHEL BECKHAM, VICE CHAIRMAN
MR. G. HOLMES BRADDOCK
MR. PAUL L. CEJAS
MR. JOYCE M. KNOX
MRS. ROBERT RENICK
DR. LINTON J. TYLER

RECAP - ENTRANT IMPACT

July 16, 1980

Population:

CUBAN		HAITIANS	
Total Cuban Entrants	115,000	Haitians in INS	17,000
In Dade County	82,000	Haitians in Dade County (est.)	30,000
School Aged (22.85%)	18,737	Haitians in Florida (est.)	40,000
Potential Adult Ed/Voc. (82,000 Less 6% pre-school; 5% over 65; and 23% in-school youth)	54,120	Est. School Aged - 20% (INS)	3,400*
		Est. Potential Adult Ed. (INS)	13,600*
25% Adults to require services	13,530	25% Adults to require services (INS)	3,400*

School Enrollments:

TOTAL K-12		ADULT GENERAL - ADULT BASIC		VOCATIONAL/TECHNICAL (20% of basic)	
Cuban	18,737	Cuban	13,500	Cuban	2,706
Haitian	1,400**	Haitian	3,400**	Haitian	680**
Total	20,137	Total	16,930 (7,619 FTE)	Total	3,386 (1,524 FTE)

Program Costs:

COSTS - K-12 1980-81	ADULT GENERAL - ADULT BASIC	VOCATIONAL/TECHNICAL
20,137 X $1030 = $20,741,110	16,930 X $70 = $1,185,100	3,386 X $860 = $2,915,100
		Total Adult/Voc. = $4,100,200

To Remove "Entrant" Double Sessions

20,137 @ 500 = $10,068,500

*Increase by 78% for est. number of Haitians which includes those not in INS processing
**To enroll if legal status is resolved

(over)

SUMMARY

K-12 INSTRUCTION	-	20,137 @ $606	=	$12,203,022
K-12 SUPPORT	-	20,137 @ $113	=	$ 2,275,481
Total Instructional Support			=	$14,478,503
K-12 CLASSROOM FACILITIES 1980-81 Emergency		20,137 @ $311	=	$ 6,262,607
K-12 CLASSROOM FACILITIES 1981-82 To Prevent Double Sessions		20,137 @ $500	=	$10,068,500
Total Facilities (Relocatable)		20,137 @ $811	=	$16,331,107
ADULT GENERAL/BASIC	-	16,930 @ $70	=	$ 1,185,100
ADULT VOCATIONAL	-	3,386 @ $860	=	$ 2,915,100
Total Adult/Vocational				$ 4,100,200
		GRAND TOTAL		$34,909,810

Chairman PERKINS. Thank you very much.

Ms. Zak, refugee officer, Department of State. We will be delighted to hear from Ms. Zak.

STATEMENT OF MARILYN ZAK, REFUGEE OFFICER, DEPARTMENT OF STATE

Ms. ZAK. On behalf of the State Department I wish to acknowledge the subcommittee's most important work to determine the impact that the Cuban refugee children will have on the local school districts. I have provided the subcommittee as my statement the available statistics we have on refugees.

Chairman PERKINS. Without objection, we would like to have the statement in the record showing the breakdown of children by age in all the various counties, Dade, Monroe, and Palm Beach, the whole thing. If you do not mind we will insert that in the record at this point.

[The prepared statement of Marilyn Zak follows:]

PREPARED STATEMENT OF MARILYN ZAK, REFUGEE OFFICER, STATE DEPARTMENT

Children by Age per County

AGE	DADE	MONROE	BROWARD	PALM BEACH
5	444	3	8	9
6	514	2	7	4
7	599	4	6	7
8	626	3	9	5
9	550	7	9	9
10	526	8	11	14
11	473	0	6	6
12	495	6	4	6
13	535	5	2	6
14	590	6	6	2
15	336	4	5	3
16	347	3	5	6
17	394	8	4	5
18	410	5	3	3
TOTAL	6,842	64	85	85

Grand Total for counties

Dade	6,842
Monroe	64
Broward	85
Palm Beach	85
	7,076

June 19,1980

FEDERAL EMERGENCY MANAGEMENT AGENCY
Region IV 1375 Peachtree Street, NE Atlanta, Georgia 30309

PROJECTION OF NUMBER OF CHILDREN PROCESSED - SO. FLA.

PROCESSED BY JUNE 19,1980 AT OPA LOCKA, FLORIDA 51,465

ASSUME 24% ARRIVE TO FOUR SOUTH FLORIDA COUNTIES.

PROJECTED NUMBER OF CHILDREN:

DADE.....11,983
MONROE.....123
BROWARD.....123
PALM BEACH.....123
TOTAL.....12,352

Total Refugees	29,339	
5 to 18 or	7,539 25.7%	93.8%
went to four Florida counties or	7,076 24%	

FEDERAL EMERGENCY MANAGEMENT AGENCY
Region IV 1375 Peachtree Street, NE Atlanta, Georgia 30309

CHILDREN PROCESSED THROUGH CAMPS .....JUNE 19,1980

SITE	AGE	MALE	FEMALE	TOTAL	
EGLIN A.F.B.	6-10	81	79	160	
	11-15	68	56	124	
	16-20	302	94	396	
					680
FT. CHAFFEE	4-10	89	51	140	
	11-20	265	92	357	
					497
INDIANTOWN G.A.P.	SCHOOL AGE				(2,402)
FT. McCOY	AGE				
	5-9			325	
	10-14			269	
	15-19			1,470	
					2,064
GRAND TOTAL					5,643

3,241-

FEDERAL EMERGENCY MANAGEMENT AGENCY
Region IV 1375 Peachtree Street, NE Atlanta, Georgia 30309

CURRENT POPULATION

SITE	AGE	MALE	FEMALE	TOTAL	
FT. CHAFFEE	4-10	188	135	323	
	11-20	1122	366	1,489	
					1,812

RELEASED FROM FORT CHAFFEE ON JUNE 19, 1980:

ADULTS	CHILDREN
4,040	497

PERCENTAGE OF CHILDREN 12%

INDIAN TOWN G.A.P.....2,402
(NUMBER OF CHILDREN)

APPROXIMATE PERCENTAGE OF TOTAL POPULATION
CLASSIFIED AS CHILDREN.....15%

ESTIMATED NUMBER OF CHILDREN PROCESSED.....422

TOTAL NUMBER OF REFUGEES PROCESSED - OPA LOCKA, FLORIDA.

51,465

UNDER 1 YEAR	457	0.9%
1-4	2,134	4.2%
5-9	4,624	9.1%
10-14	4,268	8.4%

Ms. ZAK. My statement basically consists of the statistics, and I will gladly answer any of the questions.

Chairman PERKINS. Go ahead.

Ms. ZAK. The information is not complete, and so if you have any questions.

Chairman PERKINS. Go ahead, Mr. Stack.

Mr. STACK. Yes. I would like to know this. I have not had a chance to look at the figures yet. You have 7,076 students?

Ms. ZAK. Right.

Mr. STACK. May I ask you this? Have you made any projection to the time when the children are likely to enroll in the school system? It will be some time in the future. As both Ms. Miller and Dr. Britton have suggested, there are needs that will be presented, housing and other matters, before they begin to enroll their children, and indeed the figure that I have heard for Dade County alone ranged from somewhere between 18,000 to 20,000 children in the category I am referring to. I am speaking now of Cubans and Haitians, and you have said nothing about Nicaraguans, I believe.

Ms. ZAK. The information is just on Cubans.

Mr. STACK. The bill that I am suggesting would refer to Caribbean refugees, and I do not believe that we cannot include Nicaraguan children because they are substantial in number. I believe in Dade you have already around 1,000 Nicaraguan children so we have to consider those children.

The question I really have is this. Your figure of 7,000 is up to a particular date. Can this number be projected into the future?

Ms. ZAK. Let me just go over the statistics.

Mr. STACK. All right, sure.

Ms. ZAK. As of June 19 there were 51,465 refugees processed from Miami. We have final settlement figures on only 29,000. On those 29,000, it is 339; 7,076 are residing in the four counties, Dade, Monroe, Broward and Palm Beach.

Mr. STACK. Say that again, please. You have a figure of 29,000——

Ms. ZAK. Of the 51,000 who have actually been processed in southern Florida, we have final destination data on only 29,000. The computers are still working on the remaining up to the 51,000, so we know of the 29,000 who have already been processed and are in the community, that there are 7,076 children in these four counties, so the 6,842 in Dade represents only the amount based on the 29,000.

Mr. STACK. Of these people who were processed in Dade, do you have any indication whether or not a large proportion, of the 29,000 already settled, will in fact settle there? Do you have any indictions on that?

Ms. ZAK. Not from the camps, but we know if you assume 24 percent, the 7,000 figure on the 29,000, that is 24 percent came to southern Florida, children. If you assume that same percent on the 51,000 you get 12,352, and I made some estimate using that same percent divided up between the four counties, which would give approximately 12,300.

Chairman PERKINS. Excuse me just for a second. Is the 51,000-plus just for southern Florida?

Ms. ZAK. Right. This is now those that have been processed through Miami, today we have all the concrete data by age. There is additional information of those that have been processed out of the camps, but we do not have destination data available, and the information on the ages is not as complete.

Chairman PERKINS. Can you give us an idea as to the best of your judgment how many you have in the whole State of Florida, children within school age, 5 to 18?

Ms. ZAK. I would have to go back and get that data for those who have been processed. They are still working on the information.

Chairman PERKINS. Would you estimate about 100,000 to 150,000?

Ms. ZAK, I do not know, and we have no indication from the camps it is the total, where is the final destination of the refugees when they are processed from the camps.

Mr. STACK. If the Chairman will yield.

Chairman PERKINS. Go ahead. I am sorry.

Mr. STACK. Do we not have an estimate that 114,000 Cubans alone have arrived since April 19?

Ms. ZAK. There are 114,000 arrivals.

Mr. STACK. Of which you say——

Ms. ZAK. Have been processed through Miami.

Mr. STACK. The question I would like to direct is this. You may want to check this out and later submit——

Ms. ZAK. Additional information?

Mr. STACK. Yes. Of course I understand you cannot furnish it right now. But based on our experience in the Cuban airlift that is still going on at present, having been interrupted for a time, but now allowing, I believe, one plane a week to come in here, an effort was made to take the Cubans who arrived here in Miami, and resettle them in other parts of the country. What they did in large measure regardless of where they went initially, is to gravitate toward Dade County. What I am suggesting to you is this. Even though 51,000 of the 114,000 who have come here in total, that were processed here, we have to work on an assumption for Dade County, Broward, Palm Beach and Monroe County school boards that a disproportionately large number of those 114,000 are going to in fact settle in south Florida, most of them in Dade County. The fact is this. What we would need to know, to make any sort of accurate projections on the costs, is, of the 114,000, how many are children of school age that will be going into schools, throughout the country. Though the probability is that they will come here to south Florida, but not necessarily, it would not necessarily also affect what we are trying to do, because my intention now, and my colleagues will join me in this, is to reimburse school districts wherever these people may be located. But we need to know of these people who are processed, as the school year very rapidly approaches—the start of the school year in Dade County is some time late in August I believe, Doctor—what is the date?

Mr. BRITTON. They start September 1.

Mr. STACK. Certainly in advance of that time, and in advance of the time that we have legislation on the floor of the House, we want to have some figures to back this up. Now this is something

67-162 O - 80 - 3

that you can come up with. These are hard facts that you can develop, that is, how many of these 114,000 are in fact children of school age.

Ms. ZAK. All right.

Mr. STACK. Thank you.

Ms. ZAK. I will ask the Department to gather the further information. We do have it on two of the four camps if you would like to have that now. On Fort Chaffee there is approximately 1,812 children from the ages of 4 to 20. We do not have any further breakdown on that, and from Fort Chaffee we have 2,402 that are school age, and I do not have the information on the other two camps. I simply have the numbers that have been processed.

Fort Eglin there has been 608 processed to date, and from Fort McCoy 2,064, so I will obtain the other data on the other two camps.

Mr. ERDAHL. Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Erdahl. We can come back to Mr. Stack.

Mr. ERDAHL. If I may question briefly. The figures you have given show that about one-fourth, 24 percent, of the emigrees or refugees, those seeking asylum, are school age children. One of our major questions in the Congress and the administration is what is the proper definition or designation of these people, and later on I would like to make a brief statement about this.

Availability of Federal funds, welfare funds, and educational funds makes a rather dramatic impact on the way these people are processed. But is it safe to assume, and I am not trying to lead you, that about one-fourth of these people probably are school-age children?

Ms. ZAK. One-fourth that are processed through Miami. In looking at the number at the other camps, it is 12 and 15 percent at the two that we have information on, so 12 percent of the camp at Fort Chaffee were children and 15 percent——

Mr. ERDAHL. Thank you very much, Mr. Chairman.

Chairman PERKINS. Mr. Stack, any further questions?

Mr. STACK. None at this time. Thank you.

Chairman PERKINS. Do you have any questions to ask Mr. Britton?

Mr. STACK. I would like to just make a general observation directed to both Dr. Britton and Ms. Miller. You are pretty close together in your figures. Ms. Miller is $21 million, Dr. Britton being more conservative obviously said $20 million. I will split the difference.

Ms. MILLER. That includes adult education.

Mr. STACK. That is one thing we have to consider here indeed. Adult education is a very important matter. You see in your figures, of course, you are including Haitians and Nicaraguans, whereas the Department of State official, Ms. Zak, is considering only Cuban refugees. I do not think that is a fair basis for us to make assumptions of the financial impact on the various school boards. We have to include all the refugees, and if indeed we are talking about 13,000, which would be 25 percent of 51,000, and an unknown number of children that are not yet processed, there are 114,000 all together here, so we have about 63,000 that are not

processed, and if you are going to take a figure of, you said in the range of 10 to 12 percent.

Ms. ZAK. Of the camps, yes.

Mr. STACK. Then indeed we are looking at I would say a minimum of 6,000 children. We come up with a figure pretty close to 20,000 just in the case of Cubans. In addition to that we certainly have to include the Haitians which number probably at this time runs pretty close to 20,000. I have seen figures ranging from 15 to 20,000, and the figures for Nicaraguans have now gained in numbers since I last saw them.

The observation I would make is that I think you are pretty much on target, Ms. Miller and Dr. Britton. I think that is the kind of money we are looking at.

I would like to say this. In regard to our approach, how we are going about it, the initial bill, H.R. 6897, which appeared before the House Committee on Education and Labor back in 1976, proposed entitlements of 2 years, payments for the average per pupil expenditure in the State for the first year. That to me would be the whole ball of wax. Let us say your per pupil cost would come to $2,000, and the special cost which you will have to develop accurately of course, we cannot use figures that you pick out of a hat, and you would not do that I am sure. But that would seem to be a fair approach. Then the bill provides 50 percent of the amount the second year, which seems reasonable, because you will not have special costs to a large extent in the second year.

I would like to have a target figure in drafting legislation, not just from you, of course, but from all areas affected. As the chairman stated earlier, we will be holding hearings in Washington, where we will get information from around the country on this, but I would think that despite what the House Education and Labor Committee did last time, there were 10 dissenting votes at that time, perhaps we can get unanimous approval this time if our case is equitable, and take it to the House floor. Unfortunately the bill did not pass. We need to pass it this time, and in order to do this we need your accurate projections. We have to have figures that are hard, that we can go to our colleagues with. I would urge you to give us estimates as close to reality as you can possibly make them, and then we will try to do the right thing by you.

Ms. MILLER. Thank you. We are not claiming any of our figures——

Mr. STACK. You are not really quite sure what they are going to be. As they develop keep in touch with us as to what happens.

Mr. ERDAHL. Mr. Chairman, just a brief comment. First of all, to thank Dr. Britton and Ms. Miller I think for some excellent testimony and good background material that we need to have for ourselves and for the record for our colleagues. A question comes to mind that perhaps you should be asking us as Members of Congress who are present, "When is this flood of refugees going to subside?" If you would care to comment as to your personal opinion, because we are dealing with projections, and I think with some shifting policies that we have seen out of Washington. What is going to be the long-range situation here in south Florida, since you are accessible to Cuba and Haiti? Frankly there is a tremendous concern among people throughout the country. I do not have

any Cuban refugees in my district in Minnesota, and yet I get hundreds of letters about it. People are concerned, they are alarmed. I think it is something that has affected our entire country, and as we have said before, is an international situation. This is not only a county or local school district problem.

Mr. BRITTON. That is exactly our premise, that because of the national policies confronting the President and the Congress permitting these refugees to come into this part of the country, we are dramatically affected by this influx. As Congressman Stack pointed out, those who are relocated elsewhere the first frost, the first heavy snowfall north of Illinois, why they are on the next plane back to Miami, because of their friends, their relatives, culture, closeness to home, the climate. It is a natural area, a natural response for them to come back, and all we are suggesting is we would like to be able to, once they are here, to be able to work with them and provide them the services we believe they do require.

Ms. MILLER. I would like to respond to that. It appears unless there is another shift in Federal direction, it appears as if the Cuban influx has been practically stopped. The last boats apparently have discharged, and at this point any boats that go out are being picked up. The Haitian influx will continue, because that is a sporadic kind of emigration where individual boatloads arrive, many of them up in Palm Beach and Broward Counties. Many of these people do not—nobody meets them, and I do not even know that immigration knows that many of these people exist. They come into the school system and some will not even admit that they are Haitian, so that I think that we could anticipate a continuing trickle of Haitian students coming on.

Chairman PERKINS. Will the gentleman yield at this point?

Mr. ERDAHL. Yes, of course, Mr. Chairman.

Chairman PERKINS. These witnesses have been excellent. They have given us the number of Cuban refugees who came here since April. I wonder if you can give us the figure on the Haitian refugees that have come since April, approximately, and Nicaraguans and the others, all of them.

Mr. BRITTON. Yes, we have the figures on all of these. The Haitians since last July are 450 or so, and since April, 99, but we already have in the school system over 2,000, since last year. We already had 2,000 Haitian children, so in addition to those 2,000, we probably have since the beginning of the year 500, around 2,500 Haitian refugee children right now, about 1,200 of whom require very expensive language development programs.

Mr. STACK. If the Chairman will yield.

Chairman PERKINS. Yes.

Mr. STACK. I do have in my stack of materials documentation supplied I believe by Ms. Miller giving those facts, but I think again it needs to be updated.

Mr. BRITTON. Yes, the document that we passed out, and probably it would have been better if we walked through this itself, it contains all of the data down to the last students and our projections and these are being updated. As you will notice it is data sheet No. 25. We keep updating it.

Mr. STACK. Before we hear from the next panel, if the gentleman from Minnesota will yield, I would point out that he posed an

important question of course. We do not know about the future. Unlike the past we are uncertain and we have no ready answer. My bill rests upon not an improbability but a fact, or let us say a principle very dear to our hearts and that is equity. We know the impact that the local school districts have had because of the problem of a Federal immigration policy, a Federal immigration policy that caused the influx, resulted in the unflux, gave you the problem with which you must contend as a local school board, and therefore it is only equitable that the Federal Government pay the cost, not just a small portion of the cost, but in my view the entire cost. Certainly at least 100 percent for the first year as an entitlement, and if we care to drop it down to let us say 50 percent the second year, that is another matter. But I think that when we come to present the bill to the House for markup, we are going to need these figures. Mr. Chairman, I would like to thank these witnesses, because they have brought us the basic information we need, and with the update I suggest I think we can do something in this regard.

Chairman PERKINS. I want to concur with that. It has been a pleasure to meet with you on educational hearings. I was here some 4 or 5 years ago, and I expect to come back again in the future some time. Mr. Erdahl.

Mr. ERDAHL. Mr. Chairman, just a quick question in response to the one that I had asked before about when might this flood of refugees or emigrees end. My assistant here handed me a note that one of our colleagues in the Congress suggested yesterday that the United States openly welcome 10 million Cuban emigrees to embarrass Fidel Castro. I am not sure if he spoke facetiously or not but a question I have, other than the new emigree or refugee children, what has been the general school population increase or decrease in Dade County? Has your county followed what has been a national trend of decreased enrollments other than the Haitian and Cuban refugees?

Mr. BRITTON. Yes, we were starting to decine for 2 or 3 years there but as of last year we have begun to climb again. We are now a very large elementary population and smaller secondary but we did decrease and we are now starting to increase once again, rather rapidly.

Mr. ERDAHL. Thank you very much. Thank you, Mr. Chairman.

Chairman PERKINS. Let me thank all of you. Since we are here with Mr. Stack and this is his territory, Mr. Stack, will you call the witnesses.

Mr. STACK. He is a close neighbor. I do see the distinguished commissioner of education for the State of Florida is here, and I know the constraints on his time. The chairman has given me permission to call panel 5 next. Mr. Turlington will you come forward, Richard Hodes come forward if you are here, and also Dr. Robert McCabe, a friend of mine, president of Miami Dade Community College. Mr. Young is here. Before you start, I want to say this. You have got so much money, you have a surplus and because we have a deficit, and we are trying to balance the budget, you do not have one problem that we have. We are not in that enviable situation, so we will certainly not suggest that you want money from us, but you are trying to help us with money, help Dade

County, Broward County, Palm Beach, and other counties to meet this problem. We thank you for coming with those money bags.

PANEL: RALPH TURLINGTON, COMMISSIONER OF EDUCATION, STATE OF FLORIDA; WALTER YOUNG, CHAIRMAN, HOUSE EDUCATION COMMITTEE, FLORIDA STATE LEGISLATURE; ROBERT McCABE, PRESIDENT, MIAMI-DADE COMMUNITY COLLEGE

STATEMENT OF RALPH TURLINGTON, COMMISSIONER OF EDUCATION, STATE OF FLORIDA

Mr. TURLINGTON. Thank you, Congressman. We will be very glad to trade you. You take our situation and give us the mint.

I would like to first welcome Congressman Stack here particularly to express our appreciation to you and Chairman Perkins, and Congressman Erdahl of Minnesota for your appearance. We are very grateful, Congressmen. Let me first say as Commissioner of Education we in Florida appreciate very much the fact that we have a strong voice on this committee, and we appreciate the fact of the support that you have given for education, not only in Florida but to the Nation as well. I am pleased to have the opportunity to appear before this committee today, to discuss the impact of refugees on our State, because it is continuing to be most significant, and we greatly appreciate your strong interest and your willingness to come to Miami, Fla., for a firsthand look at the problems facing us at the State and local levels, problems for which we feel there is a very strong Federal support.

We are also glad that the whole committee is showing an interest in this, and we are grateful particularly to Congressman Stack for the amendment that he has offered to Federal legislation to enable some funding to assist us in our problems.

Chairman Perkins and members of the committee, to put the current crisis in south Florida in proper perspective I would like to review our policies for educating citizens of all ages. First of all the State government through the State board policies, the legislature, my office and the Florida education finance program, has assumed the primary responsibility for financing education in Florida. During the 1979-80 school year, school expenditures from State sources for public education in Florida amounted to some 61 percent. This includes school districts, community colleges and universities. The percent of State support for school programs, that is for district school programs, was some 52 percent. Federal sources contributed approximately 11 percent, and the cost of these programs with the remainder financed by local tax sources.

Since 1973 we have financed education in accordance with our Florida education finance program, the intent of which is stated in our law. It reads as follows:

> To guarantee to each student in the Florida Public School system the availability of programs and services appropriate to their educational needs which are substantially equal to those available to any similar student, notwithstanding geographic differences and varying local economic factors.

We have achieved our goal of providing equal education opportunity in Florida by recognizing four factors. First, the varying program cost factors. Second, district cost differentials. And third,

differences in per student cost for equivalent educational programs due to sparsity and dispersion of student population, and then four we have a required local effort.

Funds for State support to school districts are provided primarily by legislative appropriations. In addition to the basic Florida education finance program, funds are provided for categorical programs and five special allocations, with funds for environmental education programs, for instructional materials for the visually handicapped, for adult community instructional services, for school volunteer programs and for compensatory education programs. In the latter Florida has made a very special effort over these past several years.

The point I am making is that any shift in the student population in any one of our 67 school districts affects the availabilty of State funds for all of the other school districts. The impact of any large group of refugees is therefore evident.

Another important policy that I think is worth mentioning here is our State policy of school-based management. While we have a centralized system for equitably financing education throughout the State some 92 percent of our funds being equalized, it is also our policy that education decisionmaking should be as close to the classroom as possible and individual schools should be the principal planning units.

To give further impetus to this goal, the State provides grants for planning, developing and implementing programs of school-based management. Thus, the State department of education serves primarily as a services agency with only limited regulatory powers and enforcement authority, beyond insuring that State policy is implemented properly and effectively at the district and school level.

Thus, with regard to a massive influx of refugees who have arrived in south Florida this spring, we are sensitive not only to the fiscal impact statewide of these people, who are in immediate need of educational services, but also to the programmatic, policy and management impact at the local level. We know that you too are sensitive to the educational impact of refugee children, as have been the U.S. Department of Education officials with whom we have been working.

What I want to make clear, however, is that it is our feeling at the State level that while we will be ultimately responsible for educating all of the children who settle in Florida, whether they have arrived from Cuba, Haiti, or any of the 50 States, the Federal Government has a clear responsibility for these refugees, whether we call them refugees or not, and at the very least has a responsibility for the immediate impact on State and local resources.

Now what has been a good State overview is our State's response to the influx of refugees.

First our Florida cabinet, the Governor and the six elected officials passed a resolution on June 3, 1980, calling for Federal support as being appropriate in this case.

Two, we have a report of State assumptions of the basic cost of our current school costs for refugees. Based on projected figure of approximately 17,000 refugee students expected to enroll in kindergarten through 12 this fall, the base student allocation of $1,101—

this is the State allocation—$1,101.38 would require State funding of $18,723,460 additional dollars to accommodate refugee children. These figures I think are substantiated. I looked at the documents that you were earlier examining, and I think our figures closely coincide. If anything, it appears that the projections have been conservative. The only thing that I can see out of the figures that make them in these projections is the realization of the mix of population that went to the camps like Camp Chaffee or Indian Head the proportion of children appears to be significantly less, but I am satisfied after examining those figures that this figure of some 17,000 additional students in Dade County in southeast Florida, is a very conservative figure, so that these dollar funds that I am speaking about I think are most realistic.

Taking the most recent known expense per student figure—1977-78—and factoring in inflation over the intervening period, projects an estimated per pupil expense for this school year of about $1,980.77, for a projected total of such a number of 17,000 students of $33,673,090. This leaves a gap in funds of $14,949,630 to provide services to 17,000 refugee students expected in Florida schools this year.

Now in addition to that, and taking into account the special needs of refugee children, and if we do not meet those special needs, our social problems, our societal problems down the road are going to be still further multiplied. A stitch in time saves nine. The summer school program that I will allude to a bit later, that we are doing now, because we know that money and that effort made now is going to pay off. If we do not make the effort for these refugee children now, our problems are going to be compounded in what it is going to mean to the society in this country, more not less, so when we say we are taking a precautionary investment in these children, we are taking an ounce of prevention, that is basically what we are doing here, and that is why it is very important for us to start off as rapidly as possible and to be underway, if at all possible, in meeting responsibly the needs of these children with the beginning of this coming school year, and I am very proud of the fact that the Dade County leadership has shown the initiative in working with the Department of Education in getting the summer school program. I think that that is going to affect about 7,000 children, and will have a profound effect in helping to ease our problems, but as you can see, that is only scratching the surface.

What I am mentioning here is that in addition to the 1980 per pupil of expense that we basically have on the average child, we have an additional expense of probably about another $1,000 because of the nature of the children and what services they actually require, and that additional expense is not included in the figures that I have already quoted, so we can see that it is a very significant cost of which we are speaking.

Next is the impact of the State adult educational vocational programs on our costs. We have been speaking now of persons of traditional school age, but heavy refugee enrollments have already begun, with the most vital need being English language education. This will not be a short-term need. Our adult education needs are

not in these figures that I have been speaking to. A high percentage of the refugee population will continue to be potential clients.

Then fourth, finally, we have been working closely with Dade County officials, our congressional delegation, and key administration officials, including Secretary Hufstedler, and let me say that I want to commend the Secretary and the Department. They have sent a special task force down here. They have worked with us. I will say I am glad we have a new Department of Education, and the Secretary has been most cooperative and has taken a real initiative in working with us in helping to meet these needs. They have been here in an effort to identify and access the resources necessary to meet the needs of Cuban and Haitian refugees without disrupting or diluting our existing State and Federal resources and programs.

It is important that we do not disrupt the programs that we have underway not only in this part of Florida but all over Florida for our children. Florida is moving up on the educational ladder. Our scores are improving. Our schools are improving, and it would be a shame if by an influx here that we had to cut back or dilute the commitments that we are making to the students that are presently already in our school system.

Our Federal relations people tell me that it has been an arduous task at times, but I am happy to report that we are well underway toward securing some type of emergency assistance for conducting summer schools for the refugee children. I again commend Secretary Hufstedler and her staff and our congressional delegation for their understanding and support.

In summary, while the State feels that the refugees are a Federal responsibility, we have moved ahead to relieve the direct impact on our local school districts in the absence of a determination of the level of responsibility that the Federal Government will assume and should assume.

The fact is that substantial numbers of refugees are currently residing in Florida, as many as 60 percent are expected to ultimately settle in Miami.

The profile of these refugees indicates that their primary education need is: First, to learn English. However, other education needs include; second, basic education for those in grades K-12; third, some compensatory education for those in grades K-12; fourth, adult basic education; fifth, vocational education; and sixth, consumer and citizenship education.

Recommendations. A. Acceptance of responsibilty by the Federal Government to relieve the impact on State and local education agencies. B. Federal assistance, which is unencumbered by excessive redtape, to those school districts impacted by the refugees. C. Approval of legislative authority, such as Congressman Stack's bill, for appropriating the necessary fiscal relief.

Such authority could also include: First, an amendment to section 4 of the impact aid law which Senator Harrison Williams may attempt to attach to the Higher Education Act (HEA) reauthorization on the Senate floor; second, the Fascell amendment authorizing refugee assistance to this group of "refugees." We understand that these efforts are well underway, and that we have well justified the need for education being a part of these benefits. We hope

that a significant portion of these funds will be made available to cover the education costs mentioned earlier in my statement; third, use of the Secretary of Education's existing discretionary program authority for appropriating refugee education funds; and fourth, an amendment to the Refugee Act of 1980 to include the current influx of Cuban and Haitian refugees. And indeed I would include Nicaraguans and others, who are legally applicants for asylum, not refugees as defined by the act.

D. Better utilization of existing management information system capability to inform State and local education agencies where the refugees are being resettled.

Thank you, Mr. Chairman and members of the committee, for your support and your consideration on these recommendations.

Mr. STACK. Mr. Chairman, I would like to point out that Dr. McCabe, president of Miami-Dade Community College, has joined the panel at this time.

Now we have State Representative Young, chairman of the House Committee on Education, a man who is known throughout the State, who has long given very effective service on behalf of adult education. We are proud to have you here today.

STATEMENT OF WALTER YOUNG, CHAIRMAN, HOUSE EDUCATION COMMITTEE, FLORIDA STATE LEGISLATURE

Mr. YOUNG. I am very happy, Congressman, that you are assuming a leadership role in education. Being my Congressman in Broward County, it is especially important to me. My name is Walter Young. I am a member of the Florida House of Representatives and serve as chairman of that body's Kindergarten Through 12th Grade Education Committee.

I have just completed a legislative session which began in April with the understanding that Florida was to lose $70 million in Federal revenue sharing funds normally earmarked for the Florida education finance program—FEFP. This money, incidentally, gentlemen, was earmarked totally, it has been in the past and is, for our FEFP program. This was a big shot right at the beginning of the legislative session.

I might also say that we all signed the memorials to Congress letting you know that we wanted to balance the budget, and when you started to do so, it took a different view from that point on, but we were concerned from the outset that we were in big trouble in Florida, because of this problem.

The State of Florida took a major step to respond on a State level to what can only be categorized as a national problem. First, let me say that since 1961—and even before—Florida's public shool systems have been accepting, and serving, refugees by the hundreds into our classrooms. In the now famous freedom flights of 1966–67, we absorbed thousands of Cuban refugee children and adults, and with Federal assistance, provided the education, social, health and welfare services these people needed in order to fit into the fabric of our American society. A look at the diversity, success and effectiveness of our Hispanic background population in our communities attests to the fact that we did, indeed, provide the services they needed.

What I am saying is that this State is no stranger to handling large influxes of refugee children and adults and of responding to their needs.

We have been, and continue to be, flooded with refugees. More than 100,000 from Cuba, thousands more from Haiti, others from Central and South America, and while the flood from Cuba seems to have ended, at least for now, we anticipate that it is a temporary shutdown which could very well start up again. Even while this particular Cuban onrush is in a hiatus, we continue to have boatloads of Haitians pull up to our shores.

If I sound dramatic, it is because the problem is dramatic. Indeed, it is traumatic. We, by our very own laws, must provide education and other services for the thousands of refugees already here and for the hundreds more who are sure to come. Historically and legally, we have made that commitment on a national level and now we must fulfill that commitment with an unparalleled immediacy.

Under normal circumstances we were able to handle the refugee flow.

The current circumstances are anything but normal.

The Florida Legislature is attempting to respond to this latest refugee onslaught by insuring that the money the State provides for each child's education this school year will not be reduced because of this sudden mass influx.

In an unusual move the legislature has guaranteed that the allocation for each child's education shall remain intact and that any additional funds needed for each new refugee student will be taken from the State's contingency fund., This guarantee is a new concept for Florida which traditionally has let that base allocation per child float up or down on a statewide basis in response to unanticipated increases or decreases in enrollment.

This is quite a departure from our usual procedure, I must say, that if our estimates are wrong, normally we have to absorb the difference.

Mr. STACK. May I interrupt to ask how much is in the contingency fund?

Mr. YOUNG. It started out at the beginning of our session up around $300 or $400 million and it is going down every day. It is down to a couple hundred million at this point, I think.

Mr. STACK. Thank you.

Mr. YOUNG. By far, the great majority of these new refugee children will be enrolling in Dade County schools. But school systems in the neighboring counties of Broward and Palm Beach, and eventually on up the line, also will be called upon to provide programs and services for the refugees. The State as a whole, while recognizing that though most of these students will be impacting on just a few counties, also is recognizing that the problem is not just a Dade problem, nor a Broward, nor a Palm Beach problem. It is a State problem, one that must be addressed by the entire State government and by all our citizenry.

It seems to those of us who legislate Florida policy that the Federal Government has a large responsibility here too. That it is not Miami, nor Dade County, nor Florida that opened its gates to this massive flow; it is the U.S. Government.

Yet it is a handful of communities and primarily this one State that will be called upon to respond to the needs of these thousands of refugees, and if past history is an example, they will respond to those needs with amazing fortitude and in a genuine spirit of helpfulness.

In other words, the invitation has been extended, the guests have arrived—to say, I might add—and now it is up to the Federal Government, to you ladies and gentlemen, to insure that a handful of local communities and a single State from among all the 50 are not left by themselves to serve as the surrogate hosts.

We conservatively anticipate as many as 20,000 largely non-English-speaking refugee children, hundreds of them falling into our category of "disadvantaged," will enroll in Florida's schools by this fall. Some 17,000 of them will be here in Dade alone. These children will need language training. They will need a regular academic instruction program. They will need special academic assistance. Beyond that, we anticipate literally thousands of adults will be enrolling in our public school job training programs. They will need language training along with the opportunity to learn job skills.

All this is going to take personnel, instructional materials and supplies and staff training. It is going to take money.

We emphatically believe that it is the duty of our Federal Government to insure that a handful of local communities and the taxpayers of a single State are not required to carry the financial brunt of all this education alone while the rest of the Nation goes on about its business, unmindful of the many needs we have here in Florida.

Therefore, speaking on behalf of Florida's legislators and of our local citizens, I would urge you to do everything you can to insure passage of legislation to provide supplemental appropriations designed to reimburse State and local governments for expenses they incur on behalf of the refugees. I urge that you do everything you possibly can to make your fellow congressmen and women understand that our problems are neither parochial or futuristic, but rather are national and immediate and, as such, require solution at the Federal level now.

We in this State and community have done our part. It is now time for you to do yours.

I might mention, Congressman Stack, that in reference to our surplus, we have a dilemma there that we don't know whether we should put ourselves in a position that California found itself in, with a huge surplus, or to give it all away, and then with the recession we anticipate to be in trouble. You realize that back in 1973-74 we had a $300 million surplus at the State level. This was eaten up in less than a year, and we had 2 years of shortfall, so we feel that this small surplus that we have is not overabundant for what we might expect in the future.

Thank you very much.

Chairman PERKINS. Are there any further questions? Mr. Erdahl?

Mr. ERDAHL. Not at this time, but I would like to thank the representative for your fine effort. A lot of us in the Congress came

pages tightly bound

out of the legislature, I for one, so we can sympathize with the situation. So thank you for being here today.

Chairman PERKINS. I likewise. Mr. Young, we will do our best to be as cooperative as possible in connection with this problem.

Mr. STACK. I have just a few questions which I will ask you a little later, Mr. Young. I did want to, and I have the chairman's permission, to make this statement. Panel 2 and panel 3 are here, and we will be calling them shortly. We are presently delaying calling them, but we will do this in a very few minutes. I have just two questions to ask you but I will hold them.

Mr. YOUNG. Thank you, Congressman.

Mr. STACK. Dr. McCabe is here.

STATEMENT OF DR. ROBERT McCABE, PRESIDENT, MIAMI-DADE COMMUNITY COLLEGE

Dr. MCCABE. Thank you very much for the opportunity to appear. I have just come back from 2 days in Washington trying to understand the situation with regard to the adults who are here, and therefore I will have to deliver my testimony at a later time, as I discovered when I came in this morning, and I apologize for that.

There is a very serious problem here in south Florida with regard to the adults who are coming in. I think the thing that we must recognize is that while there are many school age youngsters who will need education, there are greater numbers of adults who must receive some additional education in three areas that we identify. One, of course, is language, in English. The second is in job skills, as well as occupational training, and the third is acculturation.

My institution has begun much work here. At the time that the refugees have come to the centers, volunteers from Miami-Dade Community College have been at the centers running short courses in acculturation at no cost to anyone. It is my staff volunteering to do this. We have, additionally, been running short 3-week, very basic English courses, in which we now have more than 2,000 people enrolled, but this of course is insufficient for someone to function effectively in the community.

In addition to that, my board has acted to waive fees so that we can begin providing additional services particularly at this point to the Haitians, many of whom have been in this community for years, not receiving services and not preparing themselves to become a part of the basic fabric of the community.

The point that I would make is that we have two choices. One choice is to not provide additional educational services to these people, and for this large mass of people who are here, and in fact are going to live here, to become a burden to the society, and not to be able to participate fully.

The second is to provide the education that they need, and therefore to give them a chance to fully participate and to become constructive citizens as have the previous Cuban refugees who have come to this community and made significant contributions.

Now, I learned Friday in Washington that the action recently taken by the Federal Government makes the current refugees ineligible, ineligible for every form of student financial aid. I also

learned that they are probably ineligible for programs under CETA. Both of these forms, particularly the basic educational opportunity grant, and CETA programs for the foundation for working with the Vietnamese refugees in the California area in recent years. We feel that it is absolutely essential that we find some way to get assistance to this community, both to the public school system's occupational programs, and to the community colleges' occupational programs, and to both language programs, so that we can effectively serve.

If we are cut off from the funds that would permit these people to pay fees on one side, because they are poor people without funds, and on the other side cut off from any aid to provide the services, it is impossible for our institution to do what it must do.

We are willing to go part way and work for one side or the other, but to work without any additional funds would be an impossibility, and would not only create a temporary burden on this community, but a long-term burden, because we would not be working these people into the society as we must.

Thank you very much.

Chairman PERKINS. Thank you for a good statement.

Go ahead, Mr. Stack.

Mr. STACK. I just want to say this, if I may. Before we present the bill H.R. 7425, to the House Education and Labor Committee, I intend to add language to cover the situation you discussed, that you think should go in the bill. Perhaps we can discuss it privately and then come up with something we can present to cover the costs of adult education, which I think is a significant step we must take. I thank you for your testimony.

Dr. MCCABE. Thank you very much. We certainly are willing to help in any way.

Chairman PERKINS. Mr. Erdahl.

Mr. ERDAHL. No questions, just again to thank the witness for a fine presentation.

You have touched on, sir, something that several of us have brought up. What is to be the designation or the definition of these people. It is a fundamental concept involved in how the Federal Government will participate. At the present time, I think under the ruling that some of us have found from the immigration people and the Attorney General's Office, to be treated as emigrees they are properly entitled only to food stamps. That is the problem.

It is a question whether they can be covered under CETA, but unless there is a change in the law, or a change in the understanding of the definition, the present influx of people are not treated as political refugees, but really as economic refugees or as emigrees, a word which, when used, we get into semantic difficulties. But I think you bring up a very fundamental concept that the administration has yet to define.

Dr. MCCABE. Let me say that I was told at the White House on Friday——

Mr. ERDAHL. You have been there after I was, but go ahead.

Dr. MCCABE. When that statement came out—that because this temporary designation was for a 6-month period, that they would be viewed both from the standpoint of CETA and all student financial aid as persons who were not permanent, and therefore not

eligible. That is what I was told in the White House on Friday, and that is going to be a very difficult thing for us.

Chairman PERKINS. One final question from me. We have got a bill known as the youth initiative bill in Congress coming up today. By and large the out-of-school youth are served by the Department of Labor in that bill. But in the school youth, the disadvantaged are served by both CETA, that is, the Department of Labor and the prime sponsors, and the education divisions of the country.

Do you see any conflict between the local educational agencies of the country and CETA cooperating for the welfare of these students in the secondary schools that are disadvantaged, or do you think that this bill uses the right approach, instead of throwing everything back in the hands of the Department of Labor or CETA only?

Dr. MCCABE. In this community we have worked very closely with the CETA operation, and both the public school systems and the community college operates CETA programs, so we do have cooperation here. I do have to admit to a bias, and that is that I think that in many cases the programs can be provided without necessarily the cost of stipends, and if you go the labor route, you add the stipends in all cases, so I think it is appropriate to have a mix, because I think in many cases the people take the programs and will benefit without having to go to the stipend route. So I would prefer, certainly, that some of it come through education.

Chairman PERKINS. Thank you very much.

Go ahead, Mr. Stack.

Mr. STACK. I want to ask Mr. Turlington and Mr. Young one question each. Mr. Young, in arriving at the State budget this year, did you include Federal revenue sharing in your total revenue sources in the amounts that you normally assume will be used for education?

Mr. YOUNG. No.

Mr. STACK. For the record.

Mr. YOUNG. For the record, we totally ignored the possibility of receiving any revenue sharing funds, so we assumed that they were not to be forthcoming, and as a result is not included in our appropriations act.

Mr. STACK. It was very wise to do that, and I commend you for it.

Mr. YOUNG. I was in close contact with your office, Congressman, and I was led to believe that maybe it wouldn't be wise to anticipate it.

Chairman PERKINS. Heretofore, how much revenue sharing had you received?

Mr. YOUNG. $70 million, which was pumped directly into the Florida finance program. This would be to send to the individual school districts for the operation of the schools.

Mr. STACK. That is $70 million?

Mr. YOUNG. $70 million. You can see we started out with quite a deficit.

Mr. STACK. Yes. Thank you very much.

Mr. Turlington, just one question for you. You would settle for $18 million. That is what you said. I am not quarreling with you now. What I really want to say—and excuse me for being somewhat facetious about this grave matter—the fact is you provide

through the State budget about 60 percent of the cost for local education, if I understand correctly.

Mr. TURLINGTON. Yes.

Mr. STACK. When the State is impacted as a whole by refugees, whatever, there designation, we have the burden of education in the localities in which the States and the Federal Government share the cost. The Federal Government does provide in Dade County about 11 percent of the costs. Regarding the $18 million figure, are you suggesting that there is a shortfall in the State budget in the amount of $18 million, or are you saying that in equity this is an amount that the State should be receiving because of the special circumstances?

Mr. TURLINGTON. No. The $18 million figure, we have a basic FTE cost, as we call it, and FTE is a term of art; it is not necessarily a student. For example, we would count a student at the high school as being about 1.11 FTE's, so that is the system for budget allocation. But our basic FTE value is a little over $1,100, and the $18 million comes from taking—and that is the so-called State basic program, so if we take an influx of 17,000 students multiplied by $1,100, why, we come up with something in excess of $18 million.

Now, in addition to that has to be the actual local funds that are generally going to that student, and additional to that are the special needs of refugee children, and it is estimated that that cost is an additional $1,000. So when you ask about what the total cost is of what is going or would be going to the education of these 17,000 refugee children, $18 million does not come anywhere near covering the total cost.

And then adding on top of that what Dr. McCabe pointed out, we have a very important responsibility and need for adults, and none of that was included in the figure. I can appreciate your problems as you grapple with the Federal budget, and I think you can now see ours. I believe that all of us have a responsibility when we get through, and I don't anticipate that the Federal Government is going to pay all of this cost.

We would like for it to, and we would think it would be appropriate to, but we think that our covering that basic cost of those students, we are not asking for that $18 million in effect to be paid by the Federal Government, but we do believe that the Federal Government could appropriately do that, but most especially it should pick up the additional local funds, and those additional special needs, and the adult needs, and that leaves us with quite a financial chore for both the Federal Government, the State and the local governments.

Mr. STACK. If we had rehearsed this we couldn't have done it any better. That is just what I wanted you to say, and I thank you.

Mr. TURLINGTON. Thank you.

Mr. STACK. I have no further questions.

Mr. ERDAHL. No questions.

Mr. STACK. I will yield to the chairman.

Chairman PERKINS. We have one witness who needs to leave and has requested to be heard right now. Then we will get back to Mr. Stack to be completely in charge of the remaining panels.

Can Richard Portis come around? He is the executive director of the Dade County OIC.

We will be delighted to hear what you have to say about the situation. Go right ahead.

STATEMENT OF RICHARD G. PORTIS, EXECUTIVE DIRECTOR, DADE COUNTY OIC, MIAMI FLA.

Mr. PORTIS. I would like to express my appreciation to the subcommittee for their foresight in coming to Dade County. I would also like to thank on behalf of Reverend Sullivan and the OIC of America, you, Congressman Carl Perkins, for your support, for during your illustrious career OIC was written into the CETA legislation of 1973, and express our thanks and gratitude for your support of that legislation.

I would also like to recognize Ms. Maxienne Dargans who helped during the days of OIC, and we appreciate her support as well.

The OIC movement began out of a need for expanded and alternative educational and vocational training programs for blacks who were overlooked and not assimilated into the mainstream of economic America. The conditions that existed 16 years ago at our birth bear unfortunate similarity to the conditions that exist today in Dade County. OIC has proven its capability to prepare and train youth and adults who were rendered unserviceable by traditional systems.

OIC's have developed direct working linkages with all traditional education systems in this country. As a result of these linkages, many youth and adults are now provided a service dimension which was overlooked by traditional education. OIC, through its motivational, attitudinal self-help programs, has set the trend for serving dropouts, underachievers and, generally, castouts. Our demonstrated capabilities can be a definite asset in this current crisis.

OIC believed in 1964, as it does today, that there is a direct correlation between the unemployment and underachievement of black and minority youth and adults. Our concepts of and modalities for adult and youth education should be utilized, in cooperation with the Dade County school system's programs, to deter a worsening of our local unemployment problems. To do this we must include parent education and training as essential components of our forthcoming endeavors. To exclude assimilating parents of school-age youth from programs designed to deal with the current crisis would be to render ineffective any efforts to help their children.

OIC supports the recommendation to increase from $400 per pupil to $1,000 per pupil, the Federal supplement to the local school systems for handling the new influx of Haitian and Cuban students. Resource allocation, however, should take into consideration the lingering needs of the already present black students so as to avoid creating, among them, a sense of hopelessness in education and achievement. It is imperative that this committee, as well as local officials, consider simultaneously the obvious need for expanded educational and vocational training programs for both black youth and other minorities as well as adults.

67-162 O - 80 - 4

I would like to interject that OIC looks forward to this committee's support of the youth initiative program and the career intern program. We find very crucial that as the bill that that the OIC is looking forward to in terms of passing, can have a direct result and a direct impact upon the local situation here in Dade County.

In conclusion, we offer the full spectrum of the national and Dade County OIC services and capabilities to deter further generations of people plagued with hopelessness and despair. Moreover, we ask that you empower the State and the local school boards to collaborate with OIC in forthcoming community education efforts. Current cooperative efforts can be expanded to provided for additional service needs.

Chairman PERKINS. Let me congratulate you, Mr. Portis, on an outstanding statement. I can certainly tell you that the committee will thoroughly consider your views in the markup of the legislation that comes from this committee.

Mr. Stack, any questions?

Mr. STACK. No. I certainly want to thank the gentleman for his comments.

Mr. ERDAHL. Mr. Chairman. I would also like to thank you for being with us, Mr. Portis, and I think OIC has been a good program, and it is a good example of how we can deal with the present situation. Usually it seems to me people rise to the level of our expectancy, and this is one of the reasons for our success.

Mr. PORTIS. Thank you very much.

Chairman PERKINS. Thank you.

Mr. Stack, you may put the witnesses on in any way that you want.

Mr. STACK. Panel No. 2, Ms. Nancy Kalan, school system bilingual department, Broward County Schools; Mrs. Kathleen Wright, vice chairperson, the Broward County School Board; Mr. Vernon Crawford, administrative assistant for Public Information, Palm Beach County School System; and representatives from the Monroe County School System.

Mrs. Wright, the vice chairperson of the Broward County School Board.

Chairman PERKINS. We are delighted to join in welcoming you.

Mr. STACK. She is one of our most able persons.

Will you proceed, please.

Chairman PERKINS. Let me say that I particularly welcome the opportunity to work with you and with these witnesses from Congressman Stack's district. I don't think we have a more aggressive Congressman insofar as trying to obtain results in the U.S. Congress than Congressman Stack, to my way of thinking.

John Quincy Adams, after being President, returned to the House of Representatives and served additional terms. To my way of thinking, Congressman Stack is more active than a man in Congress of 35 years of age, so he is commencing a youthful career in the U.S Congress. Naturally, as long as you have got Congressman Stack here, you are going to have the best representation in the U.S. Congress.

Mr. STACK. May I respond by saying John Quincy Adams was 64 when he came to Congress, and he did serve for many years. I hope to emulate him.

PANEL: NANCY KALAN, SCHOOL SYSTEM BILINGUAL DEPARTMENT, BROWARD COUNTY SCHOOLS; KATHLEEN WRIGHT, VICE CHAIRPERSON, BROWARD COUNTY SCHOOL BOARD; VERNON CRAWFORD, ADMINISTRATIVE ASSISTANT FOR PUBLIC INFORMATION, PALM BEACH COUNTY SCHOOL SYSTEM

STATEMENT OF KATHLEEN WRIGHT, VICE CHAIRPERSON, BROWARD COUNTY SCHOOL BOARD

Ms. WRIGHT. Mr. Chairman and our own Congressman Stack, we are very proud to have Congressman Stack representing us in the 12th Congressional District. We are very pleased to also have the opportunity to come before you this morning and share with you our input as it relates to the newest refugees that have come to our shores.

Mrs. WRIGHT. The School Board of Broward County, Fla., in consultation with Broward County Commissioners and other municipal 'organizations, is attempting a uniform approach in providing for the educational and service needs of the most recent Caribbean refugees. The Broward County public school system has been providing transitional bilingual education without benefit of Federal assistance for nearly 1,000 non-English-speaking students for over a period of 4 years. This has been at an annual expense of clsoe to $1 million above our regular State allocation or FTE allocation for these students.

Between June 2 and June 20, 1980, 285 more Caribbean refugees have registered in the Broward County school system for an emergency summary school program, and it is projected by the opening of school on August 25 of 1980 that at the current rate of 25 new students per day, there will be approximately 1,250 new Cuban and Haitian refugees entering the public school system. It has been estimated that less than 10 percent of these persons speak limited English.

If the current rate continues, by the 60th day of school, an additional 1,500 Haitian and Cuban refugees will impact on the Broward County school system, making a total of 2,750 new students.

As a result of the Federal assignment of equal refugee status for Haitians, we expect anywhere from 200 to 2,000 school-age Haitian children who are currently unenrolled because of fear of the authorities to enroll as of August 25, 1980.

Mr. STACK. May I interrupt at that point, please?

Mrs. WRIGHT. Yes.

Mr. STACK. Did you say 2,750 new students will come by the opening of school year, and that in addition to that amount these Haitian students will be an amount of 2,000?

Mrs. WRIGHT. That is right, up to 2,000.

Mr. STACK. With that 2,000, we would be talking about 4,750 approximately. Is that correct?

Mrs. WRIGHT. That is right. As a result of the flotilla from Mariel Harbor, it is conceivable that at least 1 percent of the total immigrant population will be residing in neighboring Broward County, with an impact of between 800 and 1,200 new students, school-age children.

The current budget reflects an additional $1.6 million above the regular FTE for bilingual education in Broward County.

The impact of an additional 1,250 new students would necessitate the doubling of that figure.

Due to the influx that has resulted from the confusion during the process of refugees and the question which still remains about where refugees will ultimately be locating, we would request a contingency formula to be attached to the funding in order to adjust to unexpected shifts in student populations.

This we anticipate where there will be some spillover from Dade County into the southern portion of our county. We also anticipate that if we have a very serious winter in some of the other location sites, that those refugees will find themselves back in the Dade and Broward County area.

The pattern of settlement has impacted severely on already overcrowded schools in the western sections of our county.

It is impossible to provide housing, transportation and adequate educational services for the influx of refugees without Government assistance.

It should be noted that Federal regulations decree the type of educational program which must be offered, and these programs which comply with the law cost the district an additional $1,500 per student above the normal cost of educating an English dominant student, not including transportation, housing and special services.

The School Board of Broward County, Fla., is in need of emergency financial assistance to fund educational programs which both comply with the Federal regulations of *Lau* and to accommodate the needs of this new influx of Caribbean refugees.

In an effort to provide a viable educational program which will meet the diverse needs of these refugees, the Broward County school system will require approximately $4 million. These moneys are requested to fund the following educational services: transitional bilingual educational program K through 12, which meets the district policy of two teachers and one aide for every 30 students.

Remedial educational services for students who have never attended school.

Extensive adult educational programs which would include vocational education as well as English for those students of other languages.

Preliminary health, speech, and hearing screening for all students entering the Broward County school system, and this is to comply with our State regulations of meeting the special need of students.

Screening and diagnosis for special education and psychological services by the special educational needs of non-English-speaking students.

Curriculum and material development which are necessary to expedite the learning of English as well as providing for maintaining basic skills while in the process of learning English.

The purchase of instructional supplies.

Staff development and training for teachers, administrators, paraprofessionals and parents.

Purchase of equipment and acquisition of facilities, as well as the transportation of students.

By providing these educational services, it will greatly assist in the refugees joining in the mainstream of American life, and should ultimately alleviate the refugees' reliance on social services, thereby benefiting all residents of our community.

The Broward County public school system is anxious to complement the humane refugee policies of the Federal Government, and to comply with the *Lau* remedies.

In order to do this, we will require Federal assistance to fund educational services.

On our impact data statement, we have indicated that presently there are 733 refugee students K through 12 who entered the Broward County public school system during the period of January 1, 1979 and December 31, 1979.

There are 1,000 Cuban refugee students who entered the United States after April 7, 1980 who will be eligible as of August 25, 1980 to enroll in the Broward public school system, and the estimates in this category go up to 3,000. There are 250 Haitian refugee students who have achieved legal status equivalent to the Cuban refugees, and will be eligible to enroll in the Broward County public schools as of August 25.

Mr. STACK. 350?

Mrs. WRIGHT. 250, and that is an estimate of another 2,600 students in this particular category.

Haitians have enrolled in the ESAA program during the week of June 9, 1980, and new registrants equalled approximately 25 students per week, and, incidentally, we were promised that we would get some Federal dollars to assist us with this program, and to date those moneys have not reached Broward County, so we would urge your assistance in that area.

Chairman PERKINS. Just when was it promised?

Mrs. WRIGHT. It was promised prior to our starting the program in June, and as of Friday there was some dilemma as to whether or not Broward County would get any of the funds, and we started with the program based on the promises of funds coming to this——

Chairman PERKINS. Who made that commitment in Washington?

Mrs. WRIGHT. Some of the bureaucrats I am sure, but it came through the Department of Education, but we would appreciate any assistance.

Mr. STACK. The Federal Department of Education?

Mrs. WRIGHT. Yes, the Federal Department of Education. It is a part of the summer school education funds to help get these students into the mainstream, and we started the program but we haven't gotten any money.

Chairman PERKINS. How did they commit themselves, along what lines?

Mrs. WRIGHT. Ms. Kalan here is from our bilingual program.

Chairman PERKINS. Will she be testifying? Go ahead and tell us just how they committed themselves. We would like to know.

STATEMENT OF NANCY KALAN, SCHOOL SYSTEM BILINGUAL DEPARTMENT, BROWARD COUNTY SCHOOLS

Ms. KALAN. Basically we received a phone call from the State Department of Florida indicating that there was Federal money available for summer school programs for Cuban refugees, well, any Caribbean refugees who were coming in, but especially for Cubans, and that that money would be available to start emergency summer school programs.

We registered 300 children in 2 days, brandnew students to the United States, and were ready to start the program. When I did not hear from Washington, I called them in order to negotiate and asked them if they were ready, and they said no, that they aren't ready.

In fact they thought that perhaps they weren't even going to send the funds, and we have already committed $55,000 of Federal money for the summer school programs.

Mr. STACK. The promise came from the State, you say?

Ms. KALAN. No, it was from the Federal Government, through Secretary Hufstedler's office, and the person that we were calling to negotiate through is from that particular office, through the U.S. Office.

Chairman PERKINS. Do you know the name of the individual that you commenced negotiating with in Secretary Hufstedler's office?

Ms. KALAN. In Mrs. Hufstedler's office?

Chairman PERKINS. Yes.

Ms. KALAN. Yes. Mr. Hanson.

Chairman PERKINS. Mr. Hanson?

Mr. KALAN. Chuck Hanson.

Chairman PERKINS. Chuck Hanson. He is one of her assistants, my staff tells me. Thank you very much.

Mrs. WRIGHT. There are also 293 new Cuban families who have applied to Spanish Manpower for vocational education, 288 Cuban and Haitian refugees have registered between June 16 and June 18 for emergency summer school, and during the period from September 19, 1979 through April 24, 1980, between 25 to 30 Hispanic refugees registered monthly.

As of June 2, 1980, approximately 25 Hispanic refugees per day are registering in the Broward County school system.

Mr. STACK. How many is that, please?

Mrs. WRIGHT. About 25 per day and this is approximately one new classroom per day, and there are currently no unallocated portables availabe for any programs in our county, and, based on the current construction costs from $4,500 to $7,500 per student is required to build new facilities.

Thirty thousand dollars is required to provide an additional portable to house each additional 30 students in schools which are already overcrowded.

At the current rate of enrollment, we would need between 15 to 20 portables to be built before January 1, 1981.

Transportation would require the purchase of one new school bus at a cost of $21,000 for each additional 185 students. At the current rate of enrollment, we would need between 10 to 15 new buses to transport these students.

There are presently 4,192 Spanish-speaking students currently being served in the Broward County school district.

The School Board of Broward County, on behalf of its citizens, urges your support for additional Federal funds in helping us to meet the needs of these new refugees.

Thank you.

Mr. STACK. Mrs. Wright, we didn't get a copy of your statement, I don't believe.

Mrs. WRIGHT. We left them. We do have them.

Mr. STACK. You will get me one?

Mrs. WRIGHT. We have brought them.

Mr. STACK. Just to try to summarize, you are talking about approximately 4,000 additions to the school population by the end of this school year?

Mrs. WRIGHT. That is right.

Mr. STACK. Your estimate is that it will not be reimbursed by the Federal Government, $1,000. You said $1,500, but your total figure was $4 million.

Mrs. WRIGHT. Yes. That included transportation.

Mr. STACK. Of course the breakdown of costs is a matter that we will have to discuss, but I would like you to get me, if you will please, precise estimates. This is essential of what the cost to the Broward County school boards will be. What amount will not be reimbursed by virtue of the fact that the State does pick up only the cost of——

Mrs. WRIGHT. The regular FTE.

Mr. STACK. FTE. That you will get in any event?

Mrs. WRIGHT. Yes.

Mr. STACK. You get some Federal assistance.

In Broward County I have figures that indicate your Federal assistance comes to a little over 11 percent. The State assistance is a little better than 50 percent, and from multitaxes you raise about 38.6 percent.

Mrs. WRIGHT. That is right.

Mr. STACK. What we need to be doing in my opinion as a minimum, is to get you 40 percent of your costs of this impact. You have to have a means of meeting this. That is the essential question we need to answer.

For that you will have to get us precise figures. I quite agree with you that in drafting the bill that ultimately will evolve, we certainly will provide for adjustment in population flow, and the fact is we are well aware of the fact that this bill will have to be flexible in its language, and that, as students and obviously families gravitate from other colder areas of the country to Broward and Dade Counties, we will have to meet this need, but it will be necessary for us to have precise figures on what you are including.

It is doubtful to me whether or not we can meet the cost of construction and perhaps even transportation from this particular bill. Dade County, I believe, does have schools that are empty or available for use, I would say. You are saying that we would need 15 portables. What does a portable cost? Do you have an idea?

Mrs. WRIGHT. On the regular free enterprise market it costs us roughly $30,000 for a portable. We can build them in our vocational program for about half that cost, but it takes us an entire year

to get it out of one of our programs because it is a learning experience.

Mr. STACK. Thank you very much.

Mr. ERDAHL. Thank you, Mr. Stack.

Just one question.

Apart from the language difficulty, what are the relative educational achievement levels of the Cuban and Haitian students that come here?

Mrs. WRIGHT. Most of them—depending on the level—have had no education at all.

Mr. ERDAHL. You mean they could be 14 or 15 years old?

Mrs. WRIGHT. At this point we have approximately just 200 and some that have actually been served. Some of these vary in age level. The younger students have little education. The older ones that have come in prior to the most recent influx have had some schooling, and their basic problem has been the language.

Mr. ERDAHL. I guess another way of stating my question, if I could pursue it a bit, ma'am, let's say that a sixth grader comes here from Cuba or Haiti. Apart from the language, is he or she pretty well a sixth grade student in your system?

Mrs. WRIGHT. Not necessarily. There is a good deal of remediation that has to take place with most of these students.

Mr. ERDAHL. The language barrier is just one of the problems?

Mrs. WRIGHT. That is right.

Mr. ERDAHL. Thank you.

Thank you, Mr. Chairman.

Thank you, Mr. Stack.

Mr. STACK. Mr. Crawford.

STATEMENT OF VERNON CRAWFORD, ADMINISTRATIVE ASSISTANT FOR PUBLIC INFORMATION, PALM BEACH COUNTY SCHOOL SYSTEM

Mr. CRAWFORD. Mr. Chairman, members of the committee, thank you very much for allowing us to appear here. I do forward the regrets of Superintendent Thomas Miles from the county however. He was unable to be here this morning.

I have heard a lot discussed so far dealing with policies, State policies, Federal policies. Commissioner Turlington talked about Florida's State policies to some extent, and constitutionally it does require for adequate provision of education through a uniform system. This likewise is carried out through the Florida education finance program, the entire school code beginning with chapter I.

Federal policy, we believe in this particular issue at hand probably started in 1974 through the *Lau* decision which did mandate for the first time that school districts have the responsibility for all students regardless of native background or language situation.

The Federal Bilingual Education Act unfortunately for us has been one in name only. We haven't been able to obtain adequate funding through this particular act, title VII as it came about. As a result, right at this point we are spending approximately $771,000 in local ad valorem tax dollars to educate about 750 students who do not speak any English at all or very little English.

The predominant language is Spanish, but there are also about 10 others that are involved.

Mr. STACK. Could you give me that figure again, please?

There are 750 students. We don't have a copy of your statement.

Mr. CRAWFORD. Yes, I believe it is up front.

Mr. STACK. Give me that again.

Mr. CRAWFORD. It is about 750 students who either speak no English or very little English, and these students we provide ESOL for speakers of other languages as well as instruction in the basic skills until such time as they are proficient.

Mr. STACK. And what was the cost to the county?

Mr. CRAWFORD. About $771,000.

Mr. STACK. 700?

Mr. CRAWFORD. $771,000, and that is coming out of local ad valorem taxes.

Mr. STACK. We do have your statement now. Thank you.

Mr. CRAWFORD. The school board in Palm Beach County does endorse H.R. 7425 mainly because of authorizing legislation. One question which perhaps later the committee might wish to consider or give us some direction on is in the future of having this come through I believe as I understand it you are in between Cuban Refugee Acts, which are specific grants to various school districts, and, as I understand it, the new act is yet to take effect.

You might want to consider in the future looking at that.

The rationale that we basically have is simple. The Federal policy is to accept and make available the services of the State and various local agencies for Caribbean refugees, then Federal policy should not require the State and local agencies to bear the costs themselves.

I would like to point out two things which have not been mentioned so far this morning that have a direct effect on public school districts in Florida specifically as a result of this past legislative session.

There was legislation introduced both in the House and the Senate which would have provided for a transitional bilingual education program that would have been funded by the Florida Legislature.

The legislation did pass out of Representative Young's committee on the House side. It also passed out of the Appropriations Subcommittee on the House side, but on the Senate side it failed 5 to 50, which killed it for the session.

Among those voting against that particular piece of legislation were three people who felt firmly this was at the time that the issue of the refugees was coming to light in Florida, but the general attitude and the rationale for voting against it was the fact that it was they felt a Federal responsibility, not a State function.

Whether you agree with that philosophy or not, the fact is Florida does not have bilingual education funded at the State level.

The second aspect which is probably more crucial at least as far as our district is concerned, and I think that of others, is the legislature did pass a measure which is commonly called TRIM, or truth in millage. Some wags have given it other terms but that basically is what they call it.

What it does for public school districts is limit the amount of local discretional dollars. That makes up 7 to 9 percent of your total operating budget, but it limits the percentage of increase

effective this year to a maximum of 10 percent for districts such as Palm Beach County. That is actual dollar increase over the previous year.

It has been primarily this source, this local leeway dollars that we have that the $771,000 is coming out of. We are facing about a 2-percent budget deficit. We are also facing about a thousand student increase aside from the issue of the relocation of the refugees, and at this point we are very ill-equipped to absorb any additional costs.

As of last Friday we had identified in Palm Beach County, and I would like to preface this by saying that the numbers that we are using I think are very conservative, but we are not trying to—well, we are trying to be conservative on purpose, in hopes that what we have will be accurate, but as of last Friday we had 192 refugee students identified. Now, that is minute compared to Dade County, but our Spanish population in the 1960's was nonexistent.

At this point it is now roughly 5 percent of the population of Palm Beach County and makes up about 5 percent of the school district population as well, which is something in excess of about 3,000 students.

The impact that we are having of the 192 students is almost double that which we had the previous week. We are conservatively estimating that come August 25 we will probably have at least 300 students, possibly upward of 500. This basically amounts to about a half of an elementary school.

Through various civic organizations, the community, we are operating a summer school program on a totally voluntary basis at one of these schools in the central West Palm Beach area.

Mr. STACK. In the written statement you say 300 by August 25.

Mr. CRAWFORD. That is conservative. We may have as many as 500, but our projects right now say at least 300. It depends frankly upon the orientation aspect.

The Florida Legislature, as has been pointed out, does provide this year funding for the basic classroom instruction by taking money from its contingency fund, but it does not somehow seem very equitable to have the State spend $15 or $20 million, $18 million has been the figure mentioned today, that would be unreimbursed.

Also local school districts we feel do need to have some type of reimbursement as far as the bilingual services.

For us, we are looking at a figure of over $1,000. That is basically using the $771,000 with approximately 750 students that we have right now. It has been our experience for the past 4 years as we have had this program in the district.

The amount does cover to some extent portable classrooms. We are in a similar situation as is Broward County, inasmuch as we are severely overcrowded. We have got several schools in double sessions. Thanks to the Florida Legislature, we are getting some additional funding to try to take care of the high school problem, but where these students are located in Palm Beach County is basically the central West Palm Beach City area, which is an older section and has small schools, small school sites, and the ability to add space is very limited.

We are looking at portable classrooms, and for us that figure likewise is between $25,000 to $30,000 per classroom, or in other words, about another $1,000 per student. We just do not have the space right now if there is a major influx in that one particular area.

We may find ourselves extending the day or possibly double sessions.

The position of our board is basically threefold, and we would like to urge this committee to, one, adopt H.R. 7425 so that we have the authority and that the assistance can be made available to State and local agencies.

Second, provide some means of payback to the State of Florida for regular classroom instruction, getting back again to the basic student allocation.

Third, to provide local districts with an amount hopefully of at least $1,000. I know we are talking here between $400 and $450 but we can't very well offer half of a program.

We can't go one semester and say that is it, folks. We have to be able to do it whether it comes out of State, local, or Federal sources.

We would also hope as far as this funding can provide instruction in English as well as basic skills in their native language, and I am hoping that the $100 million which the House as I understand it appropriated last week will be approved by the Senate, and that this funding will be adequate at least for 1980–81.

One comment that I think was made earlier. It is very vital in our particular district that traditionally Palm Beach County has felt the major part of an impact about 2 to 3 years down the road, and we expect this to be a similar situation.

The figures we are talking about right now again are kind of minute, but we do expect the growth to occur. We are receiving at this point quite a few residents from Dade and Broward Counties into Palm Beach.

Thank you very much.

[The prepared statement submitted by Vernon A. Crawford follows:]

PREPARED STATEMENT SUBMITTED BY VERNON A. CRAWFORD, ADMINISTRATIVE ASSISTANT, PUBLIC INFORMATION, ON BEHALF OF THE SCHOOL BOARD, PALM BEACH COUNTY, FLA.

Statement of Position in re Caribben Refugees by the School Board of Palm Beach County, Florida, Before the House Education and Labor Subcommittee on Elementary, Secondary and Vocational Education

Mr. Chairman, Members of the Subcommittee, I would like to thank you for extending the invitation for our school district to appear before you today concerning the issue of Cuban and Haitian refugee children and H.R. 7425 by Congressman Stack.

The policy of the State of Florida toward public education is set forth in the Florida Constitution, Article IX, which states, "Adequate provision shall be made by law for a uniform system of free public schools and for the establishment, maintenance and operation of institutions of higher learning and other public education programs that the needs of the people may require". We feel it is this last phrase--"other public education programs"--which is being addressed today.

In 1973 the Florida Legislature placed into law a uniform and equalized program for funding public education in grades kindergarten through 12. These statutes, which have since been used as a prototype by other states, further define Florida's policy toward public education by stating it is the purpose of the state plan to "insure the establishment of a state system of schools, courses, classes, institutions, and services adequate to meet the educational needs of all citizens of the state".

Relative to the issue at hand today, federal policy was established in 1974 in the U.S. Supreme Court decision of Lau v. Nichols et al (94 S. Ct. 786)

involving the San Francisco public schools. That decision clearly mandated that school districts shall provide an equal educational opportunity to students who do not have a proficient knowledge of English. Specifically, local school districts shall not only provide instruction of English to non-English speaking students, but shall also provide instruction in basic skills in the student's native language until such time as they are proficient in English. This federal policy was implemented through passage in 1975 of Title VII to the 1965 Elementary and Secondary Education Act. The federal Bilingual Education Act, as we commonly refer to it, has provided limited funding nationally. Unfortunately, Palm Beach County has been unable to obtain an approved grant and, thus, is currently spending $771,207 from local discretionary ad valorem tax dollars to meet the Lau requirements for 750 students throughout the system. At the present time this covers 47 languages, of which the predominant language is Spanish.

Federal policy has been expanded, in 1976 through the Indochina Refugee Children Assistance Act, and now by Executive approval for Caribbean refugees. Pending before this Subcommittee is H.R. 7425 by Congressman Stack which would, in effect, place Executive approval into federal law.

The School Board of Palm Beach County endorses this Resolution as authorizing legislation. Our Board, however, also strongly urges adequate funding. The rationale is simple: if federal policy is to accept and make available the services of state and local agencies to the Caribbean refugees, federal policy should not require state and local agencies to bear the burden alone.

We feel this Subcommittee should be aware of two recent legislative actions taken in Tallahassee, the State Capitol, this past session which ended less than two weeks ago: first, the issue of providing state funding

for bilingual education was defeated in the Florida Senate Education Committee. The feeling of some of those voting against the legislation was that if federal policy dictates such a program, it should be a federal function. Whether you agree with that or not, the fact of no state funding for the future for bilingual education remains.

Second, in an effort to constrain property taxes, the Legislature passed a measure, commonly called TRIM or Truth in Millage, which limits what local school districts can raise in unequalized ad valorem taxes. It is from this that our district funds the $771,207 for bilingual education already. Facing a 2% deficit for next year, we are ill-equipped to absorb additional students without additional funds.

As of last Friday, Palm Beach County had identified 192 refugee students--almost double that of slighly over 100 from the previous week--most of whom are Cuban inasmuch as we have a growing Hispanic population in our district which makes up about 5% of our population and student enrollment. While these numbers are comparatively minute to the impact in Dade County, we are feeling the effects of the immigration--severe in isolated areas such as central West Palm Beach, based on past years' experience of Hispanic migration from Dade to Palm Beach Counties--and expect to see a significant increase over the next few years.

Conservatively, we are currently projecting over 300 refugee students in our schools come August 25th. That amounts to half an elementary school. Of these, 100 are currently enrolled in a totally volunteer summer school program at one of our junior high schools in West Palm Beach. While the Florida Legislature provides funding from the state's reserve fund (Working Capital Trust Fund) for increased student enrollment in regular or special

education classes, it does not provide for costs connected with bilingual education. It does not seem equitable even for this state to spend what may amount to $15 or $20 million dollars for federal policy. Our Board feels the state should be reimbursed. Further, local districts should be reimbursed for the bilingual services. For Palm Beach County, it will cost over $1,000 per student to cover instructional costs and space, i.e. purchase of portable classrooms for those elementary and junior high schools which we expect to be affected the greatest; otherwise, we may face double sessions since these are older smaller schools. The total estimate of $300,000 to $500,000, again, is small compared to the need in Dade County, but, in a budget cutting year, it can cause a serious impact to our basic programs.

In summary, we would urge this Subcommittee to 1) adopt H.R. 7425 by Congressman Stack so that assistance can be made available to state and local education agencies for Caribbean refugee students, 2) provide a means of payback to the state education agencies for funds they will have to expend for regular class instruction, and 3) provide funding to local school districts in an amount of at least $1,000 per student for space, instruction in English and instruction of basic skills in their native language in accordance with the federal policy espoused by the Lau decision and Title VII (Bilingual Education Act of 1975). We would hope that the $100 million dollars appropriation passed by the House last week, will be adequate for state and local agencies and the various services they provide.

On behalf of our Board and Superintendent Thomas Mills, who was unable to be here today, I would like to express our appreciation for the opportunity to appear before you.

Chairman PERKINS. I just want to thank the gentleman for a very clear statement. It speaks for itself.

Mr. STACK. Just one question.

On the language training, you don't get any help at all from the FTE?

Mr. CRAWFORD. No, this is above and beyond the State funding program.

Mr. STACK. Thank you very much. You have been very helpful.

I believe, Mr. Chairman, that concludes this particular panel.

Chairman PERKINS. Go on to your next panel.

Mr. STACK. Panel No. 3, Ms. Linda Pearson, Classroom Teachers Association, accompanied by Kine Barrowman and Arlene Tobias, Mr. Dick Costello and Mr. Roland Rolle.

PANEL: LINDA PEARSON, CLASSROOM TEACHERS ASSOCIATION, ACCOMPANIED BY KINE BARROWMAN, FLORIDA TEACHING PROFESSION, NATIONAL EDUCATION ASSOCIATION; ARLENE TOBIAS, EXECUTIVE DIRECTOR, FLORIDA TEACHING PROFESSION; DICK COSTELLO, BROWARD TEACHERS UNION; AND ROLAND ROLLE, UNITED TEACHERS OF DADE

Mr. STACK. Ms. Pearson, would you like to proceed first?

STATEMENT OF LINDA PEARSON, CLASSROOM TEACHERS ASSOCIATION, ACCOMPANIED BY KINE BARROWMAN, FLORIDA TEACHING PROFESSION, NATIONAL EDUCATION ASSOCIATION, AND ARLENE TOBIAS, EXECUTIVE DIRECTOR, FLORIDA TEACHING PROFESSION

Ms. PEARSON. Mr. Chairman, members of the committee, my name is Linda Pearson. I am a kindergarten teacher at Hallandale Elementary School in Broward County.

Mr. STACK. That is my district.

Chairman PERKINS. Let me congratulate you for being represented by such an outstanding congressman.

Ms. PEARSON. Yes, thank you. I am here representing Mr. Art Kennedy, president of the Broward County Classroom Teachers Association.

I speak on behalf of more than 8,000 teachers and paraprofessionals in Broward County. We are deeply concerned over the refugee situation and its impact upon Florida's economy, particularly its impact on our educational system.

Floridians face an additional assessment on their ad valorem taxes of 1.8 mills for an influx of 16,000 students for the 1980–81 school year.

Chairman PERKINS. Just one question before you get into your testimony. Up until the present time have you been able to cope with this situation and do anything about these youngsters of kindergarten, age?

Ms. PEARSON. Have I been unable to cope with it?

Chairman PERKINS. Yes. I mean, have you been able to put them in kindergarten?

Ms. PEARSON. Well, we are accepting children. In the school where I teach currently we are receiving more Cuban refugee children, and they are going into our kindergarten programs, but

we are finding that older children are not able to fit into the level. For example, a third-grade child is not capable of doing third-grade work at that time, and we are having some problems with that. The community, Hallandale, where I teach is an area where these people are beginning to settle. We have not had a tremendous influx yet, but we are expecting I think more refugee children.

Mr. STACK. You are talking about Cubans principally or Haitians?

Ms. PEARSON. Well, at the present time, in this last school year, we have had Cuban children, but I would expect that it would be reasonable to assume that we might get Haitian refugee children as well.

Mr. STACK. Thank you.

Ms. PEARSON. Floridians are facing additional assessments on their ad valorem taxes of 1.8 mills to fund the projected influx of at least 16,000 students in the 1980–81 school year in neighboring Dade County. As yet we have no projection of the student refugee population figures for Broward.

Statistics reflect that Florida ranges 26th in the Nation in the dollar amount spent per student annually. In addition, Florida stands 46th in the Nation in teacher salaries, which are approximately $3,000 below the national average, while the cost of living in south Florida is among the highest in the Nation. Currently the conversion of rental complexes to condominiums further complicates the availability of housing. News accounts indicate that construction of new housing is at a virtual standstill due to exorbitant interest rates.

The lack of classrooms to house additional students is an equally critical problem. In Broward County, classroom space is at a premium. We have three schools on double session, two schools housed completely in portable buildings, and last year no less than 120 requests for more portables to relieve overcrowding at other schools.

We are wondering where we will house so many new students. How are we going to pay the cost of additional teachers, textbooks, and necessary educational materials.

Let me assure you—we do not seek to deny these children opportunities now that they have reached our shores.

As teachers, we have the responsibility of educating all children. We believe that Federal assistance available to other refugee children must be made available to Cuban and Haitian refugee children as well. Florida taxpayers should not be expected to shoulder this expense alone.

Last, Mr. Chairman, I would like to present to you this print drawn by a Broward teacher, Beverly Thomas. I believe it illustrates the compassion felt by many of us for those who risked their lives and left their loved ones behind in hopes of providing a better life for the next generation.

This is a line drawing by one of our classroom teachers in Broward County.

Mr. STACK. If I may ask, you speak for the group, I take it. You are the spokesman for your group. I think we have the nature of the prol m in hand, and I would like to say this. Were I in a

67-162 O - 80 - 5

position to grant you a wage increase, I would do it on the spot, but unfortunately I cannot do that.

Ms. PEARSON. That is one of the problems, that our funds are going to be impacted with more children.

Mr. STACK. I certainly understand your working conditions are bad and they need improvement and you need more money, and I hope we can get it to you, but we cannot do it today.

Ms. PEARSON. I know that. You asked am I representing the group. I am speaking for Mr. Kennedy, who is the president of our classroom teachers association, in his absence.

Mr. STACK. Thank you.

STATEMENT OF DICK COSTELLO, BROWARD TEACHERS UNION

Mr. COSTELLO. My name is Dick Costello. I am a high school teacher in Broward County. Mr. Chairman, Mr. Erdahl, Congressman Stack, committee.

No one knows for sure how many Cuban and Haitian refugees are living at this moment in south Florida. It is precisely this point that brings me here as a teacher and a representative of the Broward Teachers Union to address this issue. Our school system in Broward County is the 11th largest in the United States. Over the past decade the population of Broward County has been one of the fastest, if not the fastest growing in the Nation. Needless to say, it has been virtually impossible to provide equal educational opportunities to all Broward children in light of such an increasing onslaught of new faces in the classroom.

As teachers in such a situation we have not been faced with less students to teach and massive layoffs from our jobs as many of our colleagues in northern cities have experienced. Instead, we have seen crowded classrooms, lack of school facilities yet to be built, two faculties using the same schools on double sessions, and worst of all shifts in population among our 29 municipalities whereby some schools are way over capacity and others are all but empty of students. These conditions have persisted year after year.

Now we have the prospect of thousands of more students, Cuban and Haitian refugee children added to our attendance rolls when school opens in mid-August. The estimates are as high as 10,000 new persons will eventually be living in Broward County alone. As I stated at the outset, no one knows for certain how many of these children will settle here. As you know, Cuban families at processing centers throughout the country are still seeking sponsors or relatives. Haitian families, already here, still fearful of deportation back to Haiti, are reluctant to take that first step that could one day make them American citizens.

What is known is concern bordering on outright resentment has surfaced in the south Florida community over the presence of these thousands of people. As teachers and as union members we cannot isolate ourselves in our role with anyone's children. The job we do with refugee children ultimately affects the community. We recognize that public schools developed because immigrants to our shores wanted something better for their children than they experienced themselves. They used their new citizenship to vote for those public officials who provided that help. Public schools are a fact of American life.

Certain resentments were voiced when the refugees from Southeast Asia were given Government resettlement assistance a few years ago, yet little of that resentment is heard today. Asian children have been assimilated into our schools and are on their way to becoming productive citizens. The same thing can happen with Cuban and Haitian children, but the task will be almost impossible unless Congress acts quickly.

First of all, as a teacher who is proficient only in my own language, I know of nothing more frustrating than attempting to teach a student who speaks only Spanish or only Chinese. In those circumstances the best I can hope for is a student interpreter who can translate what I say. I can assure you that is not equal education.

We have a curious funding formula in the State of Florida that says unless a course is purely academic, purely physical, remedial or vocational in nature, it is not worthy of any extra funding. While teaching science in high school for the past 9 years, I have watched foreign language programs treated as superfluous, as frills, and bilingual teachers resigning, laid off, or at best assigned to other departments. At the time we need them most, the teachers may not be available. Add to that the fact that teacher salaries as you have heard in Florida have gone from an average of 22d highest in the United States in 1970 down to 46th highest in 1979 and you have some picture of our dilemma.

We do not expect the Federal Government to solve all our problems, nor do we want it to, but it is essential the Congress move rapidly on this legislation to fund bilingual programs and other ways to meet the influx of these children of refugees. Providing a place and a proper environment for learning for these children will have a twofold effect. It will not only help us make them better citizens, but will free up their parents to better adjust their lives in a new land, which is after all what fleeing tyranny and the promise of America is all about.

In closing, let me offer our support for H.R. 7425, and I believe H.R. 7427, too, is that right, Congressman Stack?

Mr. STACK. H.R. 7425. And what I am proposing to do really is to amend the existing Indochinese Refugee Act in some part, and I think we will have to draft totally new concepts on this. I think funding in that respect would not be adequate to meet our needs. The bill I offered on May 21, I believe it was, 7425, but the purpose of these hearings is to find out the extent of the financial problem that does confront the local school districts, and that is the need we are trying to meet, and with your help I hope to be able to do this. I found your testimony very eloquent here today and very enlightening. If I may state at this point, Mr. Chairman, I would like to especially welcome Mr. Costello, since he is the representative of the Broward Teachers Union, and speaks for a very active group of teachers, and I think you have made a most perceptive statement, one that will be very helpful to us in our work as we proceed to try to adjust the inequity which you have so well pointed out here in your testimony today.

Chairman PERKINS. I want to concur in that statement of Congressman Stack. You have made an outstanding statement, and

have been very helpful to the committee, and I know the full Committee on Education and Labor will appreciate your statement.

Mr. COSTELLO. We thank you very much for the opportunity to present this today.

Mr. STACK. Thank you very much for coming.

STATEMENT OF ROLAND ROLLE, UNITED TEACHERS OF DADE

Mr. ROLLE. Good morning. The first thing I need to do is ask indulgence for my voice. I am very hoarse this morning, but I would like to continue with the opportunity to address the committee.

As others have indicated, we too appreciate the effort and the concern that you are showing for the problem that we have here in Dade County.

My name is Roland Rolle. I represent the United Teachers of Dade, which is the exclusive bargaining agent representing approximately 12,000 employees right here in Dade County.

You have a very brief written statement from me I hope on the podium, so I do not intent to read that. I would just like to reiterate and emphasize certain portions of that statement.

No. 1, I think that we are dealing with a perception problem in this community. I think it is a psychological problem. I think it is humanistic, and that has to be considered as you and your colleagues in Congress make decisions about this problem. I think several speakers have alluded to the fact that there is resentment. That resentment can be translated into some very serious problems down the road in terms of what happens. We are concerned about whether our current programs will have to be diluted because of the lack of adequate resources to take care of the new influx.

I think that you have to consider this in terms of not just seats in the classroom, but all the other aspects of the community and the expectations and things that these students would have to know in order to function properly within our society, and these are some of the special needs that have been raised by various speakers. It is not just the seat in the classroom.

For example, right here in Dade County we were trying to help ourselves with readymade plans to try and give some kind of orientation with the language problem that is sure to impede progress if it is not dealt with and not dealt with immediately.

I think too that in terms of what we expect, we too feel that inasmuch as the Federal policy is the open door, most of us agree with that, but the problem is that on the one hand we have a diminution of resources vis-a-vis the State. You heard about the millage restrictions, the lack of capability of a local agency to raise funds to take care of the problem, so it is even more necessary for the Federal Government to take some immediate steps.

We do need the money if we are going to provide for these students.

I would like to raise one other concern. I think I detected this throughout the discussions. I know the subcommittee needs our advice. I know your colleagues on the full committee expect you to present facts. But please do not let the need for the facts and for the adequate numbers obscure what is needed here in terms of this problem.

Obviously I know that the process is give and take, but this could become a real serious problem, and in terms of a level of funding I would hope that at least if you cannot reimburse, that at least you will be able to take care of the excess costs, which raises perhaps right here in Dade County a need for $10 to $12 million in terms of the current situation.

In conclusion I would urge that maybe this is the time to change the perception that I have about many of the programs that emanated from the Federal level. We start with full funding. Immediately it is 50 percent, and the following year there is nothing. I would ask that this legislation be drafted in such a way that the funding will continue as long as we have that need. We can write in some monitoring system, some mechanism for finding out have these students been assimilated, have they learned the language, or some mechanism for assessment. Write the program so that we will not be left with the problem in an era of declining resources locally.

Thank you.

[The prepared statement of Roland Rolle follows:]

PREPARED STATEMENT OF ROLAND ROLLE, UNITED TEACHERS OF DADE

My name is Roland Rolle. My address is 2929 S.W. 3rd Avenue, Miami, Florida. I am here as a representative of the United Teachers of Dade, which is the exclusive bargaining agent for approximately 12,000 employees within the Dade County school system.

As I understand the intent of H.R. 7425, it is to provide assistance to the school system for the education of Cuban and Haitian refugee children. If that is indeed the intent, we wholeheartedly support this amendment.

In our view, it is essential that the federal government take immediate steps to provide additional resources, in order to ensure that our regular program is not diminished by having to spread already meager resources further. As long as this country accepts refugees, there is a concomitant responsibility of the federal government to assist those communities who must accept those refugees.

This school system currently faces a significant short-fall of revenue for fiscal 80-81, and without further assistance from the federal government, providing for the Cuban and Haitian refugee children is going to be very problematic.

We need money and we need it immediately. We must begin meaningful orientation programs so that these children will have an equal opportunity to succeed in our school system. We are planning intensive English language immersion programs for this summer and it is essential that this be accomplished. The need for additional teachers and other support services to carry out this endeavor is critical.

We would further request that what you provide be more than a stop-gap measure, and instead be programmed for as long as this need exists.

In conclusion, United Teachers of Dade supports adoption of this amendment.

Chairman PERKINS. Thank you very much for that statement.

Mr. STACK. Mr. Rolle, I want to express my thanks for your statement. I think it gives us a dimension that we need to know, and while certainly we are not going to be hesitant to seek the legislation pending the figures we need, ultimately I would urge you to believe that we do need them, and I might say while I am posing a question, or let us say making a statement to you, I would like to make one further statement to Dick Costello.

Dick, you make mention in your statement about some school buildings being underutilized in Broward and some are overutilized. Let me say this: Would you subsequently get me information on the extent of the underutilization of school buildings? I think it is important that we have that.

Thank you, and thank you, Mr. Rolle.

Mr. ROLLE. Thank you very much.

Mr. STACK. Thank you, Mr. Chairman.

STATEMENT OF ARLENE TOBIAS, EXECUTIVE DIRECTOR, FLORIDA TEACHING PROFESSION

Ms. TOBIAS. Mr. Chairman, members of the committee, I am Arlene Tobias, executive director of the Florida Teaching Profession of the National Education Association, residing at 213 South Adams Street, Tallahassee, and representing over 31,000 teachers in the State of Florida.

I would like to begin by thanking the committee first for the opportunity to speak on behalf of the children of refugees from Cuba and Haiti and, secondly, for holding the hearings here in Miami. The fact that you came to Florida, to the very location where the impact of the influx of refugees is greatest, is evidence to me of your concern for and recognition of the most serious problems that the recent immigration of Cubans and Haitians poses for Florida and our public schools.

I come before you today to plead for children, the children of politically and economically oppressed Cubans and Haitians to whom this great Nation has opened its doors and its heart. One again our country has accepted the challenge and shouldered the responsibility for the homeless and the downtrodden of the world, and I am proud of us for having done so.

Now, however, we cannot stand, and we must not fail to provide the most basic essentials to the fulfillment to the American dream for the children of those refugees, a quality education, one which will enable them to become productive, contributing members of our society, and here is where we need your help.

To say that the economic impact of the refugee children on local school districts in the State of Florida is heavy would be an understatement. Local resources are currently stretched as far as they possibly can be. The Federal Government must assume its share of financial responsibility for educating Cuban and Haitian children by providing direct assistance to local school districts in Florida, such as here in Miami where the emphasis is greatest.

House bill 7425, which is intended to amend the Indochina Refugee Children Assistance Act of 1976 introduced by you, Representative Stack, and referred to the House Committee on Education and Labor, takes a significant step in that direction. It calls for a

contribution by the Federal Government in an amount not to exceed $450 per pupil, to help alleviate the cost of educating Cuban and Haitian children.

Dade County currently estimates the cost of educating refugee children to be a full $1,000 over and above the regular per pupil expenditure, and while we believe their estimate to be conservative, Representative Stack's bill takes a definite step in the right direction, and will alleviate a sizable portion of the burden.

The 31,000 members of the FTP-NEA support H.R. 7425, and urge in every way possible that the members of this committee act favorably on it.

In addition, the children of refugees must be included in the Federal Government's impact aid program. Based upon the most recent information from Washington, Florida stands to lose $17 million in impact aid this year alone, and that loss does not even take into account the children who we are talking about today. In virtually every instance where the Federal Government cuts back, the local school district must make up for the loss if the job is going to be done for kids, and in Florida, we believe in doing the job for kids because we know they are our hope for the future.

Thank you.

In closing, let me simply state that the teachers of Florida are ready, willing, and able to meet the challenges of the Cuban-Haitian refugees, but their willingness and their dedication cannot do it alone. They need your help and they need the help of the Federal Government. It is time, ladies and gentlemen, for the State of Florida and the Federal Government to join hands and work together to insure that every possible opportunity is guaranteed to the children of over 100,000 Cubans and Haitians who currently have sought asylum in this country. We can do no less, because it is their children too who are our hope for the future.

Thank you.

Chairman PERKINS. Thank you very much for a good statement.

Mr. STACK. Ms. Tobias, I would like to thank you, too. I would like to make one comment. In amending House bill 7897, the existing Indochinese Children's Refugee Assistance Act, I do not mean to limit the aid in H.R. 7425 to $450. On the contrary, that is why we are here. That is why we will be hearing from people throughout the country, in order to develop more accurate figures on what is realistic and what is the amount that the school boards and local districts should be reimbursed for something that has been imposed on them by the Federal Government. I thank you for your statement, but I would like to make that clear, too.

Ms. TOBIAS. Thank you.

Mr. STACK. Thank you.

Mr. ERDAHL. I just want to thank Ms. Tobias for a very good and concise statement, also. No questions.

Mr. STACK. Mr. Chairman, I must apologize. With these bright lights shining up here it is very difficult to see people out in the audience, and I was unaware of the fact that we have with us this morning the Honorable Steve Clark, the mayor of Metropolitan Dade County, and certainly had I known that Mr. Clark was here, I would have called it to your attention earlier. He is a most distinguished gentleman, a very fine public official, and I must

apologize indeed to the committee and to Mayor Clark for keeping him waiting. You also have with you, Steve, the chairman of our county commission, Howard Forman.

Chairman PERKINS. Let me first state that I am sorry that I also did not recognize you, Mr. Mayor. I am delighted to be in your city. I always enjoy coming here, and I will come back again sometime in the future. We want to cooperate with you on this problem in every way possible.

PANEL: HOWARD FORMAN, CHAIRMAN, BROWARD COUNTY COMMISSION; STEVE CLARK, MAYOR, METROPOLITAN DADE COUNTY

STATEMENT OF STEVE CLARK, MAYOR, METROPOLITAN DADE COUNTY

Mayor CLARK. Thank you, Mr. Chairman, and distinguished members of the panel, Congressman Stack, Mr. Erdahl, Mr. Perkins. We are a little bit down here. We do not sometimes like to be like that, but we are.

We have the largest ethnic makeup of any urban community in the world right in Dade County. We have them all the way from babies that were born on boats to senior citizens who reach in excess of 100 years, so we have a severe impact in our community, and we like it all. We live with it and we are going to get by this crisis. I am sure we will. But I would think that, Mr. Chairman and distinguished members of this panel, now that we are talking about the Cuban and Haitian refugee problem, the Nicaraguan problem, and some people from Russia, some Indochinese right in our community, it might be worth your time if you had the opportunity to see firsthand some of the reception centers that we have in our community, maybe at Opa Locka, to give you a better chance to see what it is all about.

Chairman PERKINS. How many refugee centers do you have?

Mayor CLARK. Approximately four.

Chairman PERKINS. And approximately how many refugees do you have in these centers? Tell us that, describe it briefly, and how do you screen them?

Mayor CLARK. Yes. Many of them are sent to Eglin Field, some to Camp Chaffee, some to the State of Michigan, some to Maryland, some to Pennsylvania, but when it first started the Federal Government I really believe thought this problem would go away overnight. They thought it would just evaporate, 10,000 Cuban refugees in the Embassy in Havana.

Chairman PERKINS. And perhaps a little overly generous in inviting them over.

Mayor CLARK. Whatever the case may be, but it is here, so we have to live with it. We have operational now at Opa Locka, the air base, and I am sure Congressman Stack will show you exactly where that is located. We have had an awful lot of people that got out of the separation or reclaiming centers up at Camp Chaffee, Ark., came down with a sponsorship and found out their sponsor had evaporated, and these poor people were walking the streets. The city of Miami has become involved in opening the Orange Bowl for temporary housing for these people so they will not be

wandering the streets, but it would be very difficult for the city of New York, the city of Dallas, or Cleveland in the period of time to have almost double the population in refugees, the permanent population. It is getting close to a half million at the present time. At one time Dade County did not have more than a half million people in the whole county.

The reason I am here today is twofold in nature. I hope you understand, and I am sure that Congressman Stack does, being a former great servant in Broward County, they blame all of the problems on the county commission, because we are the tax assessor. In other words, we set the millage, but we collect the taxes. Then we disburse the taxes to the city, the school board, and to the county, so all the blame comes back upon the county commission, and of course we accept that blame. That is our system of government. We have to go through with it.

Our position is this: If the Federal Government has taken the position that this is the policy, rightfully so, since 1960, the Federal Government should also assume some of the responsibility. I do not believe that all the counties that appear here today, Mr. Chairman, are asking too much, when it costs from $6,000 to $7,000 to construct a new office or a new schoolroom for a child, for one child. You talk about the thousands that have come and thousands that may come. We just do not know what the Federal policy is.

This county has expended probably $8 million that we did not have to take care of a problem, to take care of these refugees, rather than have them walk the streets, and to try to keep some sane position in our communities.

We are here today, Mr. Chairman, to ask you to take back to your colleagues exactly what the position is of this county, Broward County, Palm Beach County, Monroe County, and the counties that are affected with this great influx of refugees, because no one wants to drown in the ocean. Many have. No one likes the quality of education to be lowered. It will be, without some assistance.

We are here today to request of you, this subcommittee, to take back to the full committee and to your colleagues in Congress the position of this community. We are following your Federal policy, and all we are asking for is a little of your Federal help.

Thank you, gentlemen.

Chairman PERKINS. Thank you for an outstanding statement.

Mayor CLARK. Thank you, sir.

Chairman PERKINS. It has been very enlightening to the committee.

Mayor CLARK. Thank you.

Mr. STACK. Mayor Clark, I would like to say just one thing if I may. Of course we are here as you recognize because we are aware of the great burdens that have been laid upon you, and certainly I do not envy you your job, and believe me I will never run for mayor of Dade County. I would like to make this observation. I hope you will understand the spirit in which I say this. You speak of Federal policy. I would like to point out what you already know very well. We have three branches of government, and you might refer perhaps to the administration policy in the sense that we are talking about executive policy rather than that of Congress. We are

hoping to correct the inequity which has been caused here by the situation that this hearing is concerned with, and we hope eventually to bring you tidings of great joy that we can do precisely that, and Mayor Clark, I again apologize for keeping you here.

Mayor CLARK. No problem at all.

Mr. STACK. We get paid for this, and you go back to your office. Perhaps you enjoyed being here.

Mayor CLARK. I have.

Mr. STACK. We thank you for coming. It is good to have you with us.

Mayor CLARK. Thank you, Congressman.

Mr. STACK. Mr. Erdahl.

Mr. ERDAHL. Thank you. You said it very adequately and well.

Mr. STACK. I would like to introduce the distinguished chairman of Broward County Commission, the Honorable Howard Forman. May I ask also if I may include in this panel Ms. Garcia, director of bilingual education of the Monroe County school system, who I believe is still here.

Perhaps she has had to leave.

Mr. Forman, would you proceed.

STATEMENT OF HOWARD FORMAN, CHAIRMAN, BROWARD COUNTY COMMISSION

Mr. FORMAN. Congressman Stack, Congressman Perkins, Congressman Erdahl, and ladies and gentlemen.

First of all, I would like to say that I am very pleased to have the opportunity to testify before this hearing concerning Cuban and Haitian children and the Indochina Refugee Children Assistance Act, House bill 7425.

Broward County shares the concerns of its neighbor, Dade County, as it relates to the economic and social impact on the south Florida communities. I wish to present some basic issues that were raised by Dr. Minnie Johnson, director of Broward County's Unit Services Department, and Mr. Robert P. Kelly, director of Broward County's Health and Medical Department at the NATO conference in Washington on May 2, 1980. They took up the issue of Cuban and Indochina refugee initiative. This demonstrates our obvious concern that goes far beyond the simple assistance in the area of education to the broader concern for support of health and human services to these new members of our community.

First, the recognition that the influx of Cubans and Haitians into the south Florida area is a national problem would be a great step forward. It is essential that the Federal administration and the U.S. Congress recognize the national as opposed to local nature of the south Florida refugee problem.

The accident of hemispheric location should not demand that local government, that this region bear the financial cost and the health and social impact of a refugee influx that is a result of the failure of Federal policy or a lack thereof.

In conjunction with this recognition, we recommend that the Federal Government make a strong financial commitment in order to ease the adverse economic and social impact in south Florida. Such money should be earmarked to deal with a multitude of institutional accommodations necessary for proper assimilation, of

course of which the educational system is one of them, health, and access to the human services support systems.

Local government structure should be empowered by adequate funding in order to resolve the issues at the local level where perceptions are more accurate and mechanisms move more easily.

To date when the Cuban refugee crisis hit us in the month of May of this year, Broward County expended out of her own coffers approximately $61,000. I think the figure could possibly have gone higher than that.

Mr. STACK. Say that again.

Mr. FORMAN. Broward County spent out of its own coffers over $61,000 on the Cuban refugee problem alone when the crisis hit Broward County in May of this year.

Mr. STACK. That was the initial processing for health and so forth?

Mr. FORMAN. Right, and where Broward County at the Federal request opened two armories in Broward County, one at Hollywood and one at Fort Lauderdale, and our staff in my opinion did a tremendous job and spent a lot of overtime ourselves coming from the medical department, county administration, emergency medical service, Broward County Sheriff's Department. I understand the cities of Hollywood and Fort Lauderdale, the police departments put some time in there. The total cost to the local government in this crisis was a great one. If I am trying to convince anyone of anything, I am sure you are very much aware of the problem, we are great humanitarians in Broward County. It is well known. We have had a history of that. But also, this is a federally mandated program.

As Mayor Clark told you previous to this, we have very tight local budgets this year, and we need all the assistance we can get from the Federal Government related to the charge of the immigration policy and the entire scope of the refugee problem and refugee services.

I feel that the move giving the Cuban and Haitian refugees equity is probably a decent move. It is going to last for about 6 months so far. It may be continued I understand after that, and as far as easing racial tensions in the area, if nothing else that did a lot to keep the citizens of Broward County and Dade County in a lot calmer manner, in light of recent history that both communities have had.

We are also going to press for proper screening. As you are aware, the criminal justice system in south Florida is way over capacity. Therefore, proper screening through the INS office could ameliorate some of the bureaucratic redtape and criminal justice problems being compacted by the influx of certain undesirables. This would of course involve the expansion of INS capability in this area.

Also on the issue of more effective coordination, a regional plan and policy with regard to refugees should be developed by the Federal administration. Consistent with this plan a more effective coordination mechanism should be developed in order to minimize duplication, identify appropriate authorities and leadership roles and functions so as to reduce undue stress in an already stressful situation.

In conclusion, I do believe the citizens of Broward County do support the inclusion of Haitians and Cubans into the Indochinese Refugee Children Assistance Act as part of the broader Federal acceptance of responsibility for the refugees located in our community. Meanwhile Broward County will continue to provide a basic level of services which are humane and within its economic capacity.

We stand available to offer staff to work out any details or explain any specific information required regarding the points that I just discussed.

I think basically through all the crises and through all the storms I think Broward County did rather well, and I am very proud of our record of performance there, but if I leave you with anything, we do need financial assistance for the refugees. There is no two ways about it. If House bill 7425 includes this in there, that is going to help the economic impact from our local area.

Also, we sent a resolution to Congressman Stack about not just being reimbursed for the activities we have so far had to engage in. I understand Bob Kelly, our director of health and medical services, is meeting with people today to help work this problem out.

We also want it to be known on the issue of communication, if any major policy that affects Broward County and the local south Florida areas is to be made in Washington, we hope that local officials as well as of course the congressional delegation will be consulted so we can have a lot of communication open and instead of having a crisis we can have a plan.

Mr. STACK. Chairman Forman, I want to thank you for coming. I would like to commend you and your fellow commissioners for the very fine job you did in handling the initial crisis. I would like to say this, however, that we on this committee are directing our attention specifically to the area of education. We cannot intrude into the jurisdiction of other committees, and I believe that if we do bring help to frame the impact of the additional educational cost, we will assist Broward County and the other counties in question. I certainly again am indebted to you for coming, and thank you for being so patient.

Mr. Erdahl.

Mr. ERDAHL. Just a very brief statement. I want to commend you, Mr. Stack, for involving the local government officials by inviting them to participate in our hearing this morning. I think it is absolutely essential that we have an ongoing cooperative and a coordinating spirit between and among these local levels of government. Thank you for being with us.

Mr. FORMAN. Thank you. I would also like to remark that of course the basis of my testifying was House bill 7425. I could not help but add some of our local concerns in here which I am sure you will take back to Washington.

I also want to commend Congressman Stack for the excellent job he has done and is doing in his office as a representative of the 12th Congressional District, and also as far as communicating with his office, people like Jeff Trammell and Sandy Friedman and everyone else that have been most helpful and most communicative. As long as lines are left open we can do a lot more planning throughout the crisis.

Thank you very much.

Mr. STACK. Thank you indeed very much.

Now if I may I would like to ask Ms. Garcia to come forward, director of the bilingual education program for the Monroe County public schools. I want to thank you for your indulgence in waiting. Will you proceed with your statement.

STATEMENT OF ELEANOR M. GARCIA, DIRECTOR, BILINGUAL EDUCATION PROGRAM, MONROE COUNTY PUBLIC SCHOOLS

Ms. GARCIA. I want to thank you. I am here on behalf of the superintendent and the school board of Monroe County. It is the county that includes Key West and the Florida Keys. We have had a small bilingual program in Key West for a number of years now, and even though our numbers are small, and the amount of money that we expend is small, the additional number of Cuban refugee students who have come in the last few weeks has more than doubled the number that we will have to serve. We have had 68 to enroll in just the past few weeks in Key West.

I brought an outline of the bilingual program that we have. You can see that under the nature of the program, the program involves kindergarten through 12th grade in all of the county schools. We have three major components: the instructional program, which includes English as a second language, and the equal-time Spanish language instruction in content areas of math, science, health, and social studies.

We have a teacher training program, which has as a priority to help the teachers acquire those skills needed to work with non-English-speaking students, but it also includes the Spanish language program for those teachers who are interested in trying to learn Spanish.

The third aspect is the parent education program, which provides for translations of all school and/or district communication. It also provides for interpretation during parent-teacher conferences, which are designed to increase the involvement of Hispanic parents in the educational process of their children.

We have found that the more we involve Hispanic parents in the educational process, the more effective we are with the children, and so that is a very important part of our program.

With this bilingual program, Monroe County provides the native language instruction and the English second-language instruction that is required by the Office of Civil Rights under title VI.

A major concern is that these students are enrolled in various grade levels from K through 12 across nine different schools, and in order to provide the type of programs described above, each individual school is faced with costs that are quite prohibitive. We do not have any one school with a large concentration of the Cuban refugee students. We have a few in each school, and under our concept of the neighborhood school and school-based management, each school is obligated to provide the instruction that is required for those students enrolled at that particular school.

Look at school A. In this school let us say we have four Cuban refugee students in kindergarten, we have four in first, we might have one in second, three in third. We might have 1 in fourth, 2 in fifth, for a total of 15 students. To serve these 15 students we would

have to have a minimum of three bilingual teachers or aides. These bilingual teacher aides would work with your English-speaking teachers to provide the instructions to those students.

In school B we might have just one Cuban refugee student, and to provide for that one student we would also have to hire one full-time aide.

In addition to providing personnel, the schools must also purchase special Spanish-language area textbooks and materials plus English-as-a-second-language textbooks and materials.

The cost of the program: Monroe County is the county with the highest cost of living in the State of Florida. The per pupil expenditure is $1,574. In hiring teacher aides, the average teacher aide salary is $6,000. The average cost of materials per pupil is about $100.

I have a breakdown here of the figures that would be involved say in serving those students that we had in school A. The per pupil expenditure times 15 students comes to $23,615. The three teacher aides would come to $18,000. Then the benefits that would have to be paid on the salaries comes to $3,648. The materials come to $150. And to serve just 15 students in that one school we are talking about $45,263.

In school B, where we have just one student, and the school would have to hire a full-time aide to serve that student, the cost of the salaries, the fringe benefits, and materials comes to $8,890. The total cost for the 16 students at both schools comes to $54,153.

The last section, talking about the cost of new Cuban refugee students, the influx has doubled the amount of Spanish-speaking students that we have. We have gone from 61 to 129 as a result of receiving 68 new Cuban refugee students in the last few weeks. These new students are scattered throughout nine schools. We have 35 in the elementary schools, we have one junior high school in Key West, and that one has 15. We have one high school and that has 18 Cuban refugee students.

I might say we tried to estimate how many students were going to be enrolling, and each time the figure we estimated turned out to be smaller than the figure that actually enrolled. We estimated we would be getting 50 students in the last influx; we received 68. We had estimated 17 would enroll in summer English-language-instruction classes; we had 35 enroll. We estimated 5 would enroll in the high school, and we have 18. So our figures have been quite conservative.

Again using the per pupil expenditure, the salary, fringe benefits, the cost of materials, and estimating that each of these nine schools would need at least three bilingual teachers or teacher aides, then the minimum that the 68 Cuban refugee students will cost is the following. Again I have the breakdown, and it comes to a total of $275,832. This is dealing only with instructional salaries, per pupil expenditure, and materials. It is not including any other cost. It is also dealing just with the 68 that we have received so far, and we really do not know what the eventual total number of students will be.

[The prepared statement of Eleanor M. Garcia follows:]

DISTRICT SCHOOL BOARD, MONROE COUNTY
510 Fleming Street
Key West, Fla.

SUBJECT: Cost of educating Cuban Refugee students in public schools

PRESENTED BY: Eleanor M. Garcia, Director of the Bilingual Education Program for the Monroe County Public Schools

I. Nature of Program

There is a District Bilingual Program (K-12) in all county schools. It has three major components:

1) the instructional program which provides

a) English As A Second Language; and,

b) Equal-time Spanish language instruction in content areas of Math, Science, Health, and Social Studies.

2) the teacher training program which provides instruction in the Spanish language and helps the teacher to acquire or improve their skills in working with Spanish-speaking students.

3) the parent education program which provides for translations of all school and/or district communication and for an interpreter during parent-teacher conferences designed to increase the involvement of Hispanic parents in the educational process of their children.

With this bilingual program, Monroe County provides the native language instruction and the English Second Language Instruction as required by the Office of Civil Rights under Title VI.

II. Concern/Problems

The Cuban Refugee students are in various grade levels from Kindergarten thru 12th grade. They are enrolled in 9 different schools.

In order to provide the bilingual program described above, each individual school is faced with costs that are prohibitive. Note the following examples:

School A) This school has the following number of bilingual students at each grade level: 4 in Kindergarte , 4 in 1st, 1 in 2nd, 3 in 3rd, 1 in 4th, 2 in 5th, for a total of 15 students. This school must employ a minimum of 3 bilingual teachers or aides in order to provide the required bilingual instruction.

School B) This school has only one bilingual student at one grade level, say 3rd grade. The school must employ one full time bilingual teacher or aide to properly serve this student.

In addition to providing personnel, the schools must also purchase special Spanish language content area textbooks and materials, plus English As A Second language textbooks and materials, for these students.

III. Cost of the program

The per pupil expenditure in Monroe County is $1,574.00. The average teacher aide salary is $6,000.00. The average cost of materials per pupil is $100.00.

With these figures we can look at what it will cost School A and School B to operate their program:

School A)	$1,574.00 x 15 students	$23,615.00	Per pupil expenditure
	6,000.00 x 3 teacher aides	18,000.00	Salary
	1,216.00 x 3 " "	3,648.00	Fringe Benefits
	(Fringe Benefits on $6,000.00)		
	100.00 x 15	150.00	Materials & Books
	Total Cost for 15 students.....	$45,263.00	

School B)	$1,574.00 x 1 student	$ 1,574.00	Per pupil expenditure
	6,000.00 x 1 teacher aide	6,000.00	Salary
	1,216.00 x 1 " "	1,216.00	Fringe Benefits
	100.00 x 1 student	100.00	Textbooks & Materials
	Total Cost for 1 student.....	$ 8,890.00	

Total costs for the 16 students at Schools A & B = $54,153.00.

IV. Estimated Cost of New Cuban Refugee Students

The influx of new Cuban Refugees has doubled the amount of Spanish-speaking students in Monroe County Schools. We have gone from 61 to 129 as a result of receiving 68 new Cuban Refugee students in the last few weeks. These new students are scattered throughout 9 schools with 35 in elementary schools, 15 in junior high, and 18 in high schools.

Estimating that each of these 9 schools will need at least 3 bilingual teachers or teacher aides, then the very minimum that these 68 Cuban Refugee students will cost is the following:

$18,000 x 9 schools =	$162,000.00	Salary
1,574 x 68 students=	107,032.00	Per pupil expenditure
100 x 68 students=	6,800.00	Textbooks & Materials
Total Cost for 68 new students =	$275,832.00	

Please note that this would be the bare minimum that would allow Monroe County to provide some assistance. It does not cover any additional expenditures that might be needed in Special Education, Gifted, or Vocational courses. It does not cover district personnel such as a director or a secretary or a translator. It is a barebones, subsistence figure. Much more than this would be needed to provide a quality bilingual program, especially if additional Cuban Refugee students should enroll between now and August. We expected 40 for Summer School, 68 registered, and we feel more will still enroll.

RECOMMENDATION

We recommend that the Federal Government provide the schools with the necessary funds to provide these students with a quality bilingual educational program, emphasizing instruction in the English language, which will allow them to be successfully mainstreamed into the Key West school system and community.

It is essential that these students be able to enter and succeed in the present Key West or American economy. They must learn English well and they must learn the skills that will allow them the opportunity of securing jobs.

This federal assistance for educating the Cuban Refugee students must come now, or at least by August so that the school system will have the time to secure the personnel and the materials prior to the first day of school.

Chairman PERKINS. Thank you very much for an outstanding statement. It is very inclusive. We appreciate it.

Mr. STACK. Ms. Garcia, I would like to add my thanks for your statement. It has been very helpful in giving us the actual breakdown of figures, and we certainly appreciate your presentation and your kindness in waiting so long.

Thank you.

Chairman PERKINS. Mr. Erdahl.

Mr. ERDAHL. Just quickly an observation. This is true not only in south Florida but also in New York and in the West in giving bilingual education. I wonder sometimes if we should not be making a greater move than we are in society toward having English as the first language, and trying to get to the other language as the second language. One of the situations that comes to mind is in our high school our son just graduated in Falls Church in Virginia, Jeb Stuart High School. Of the over 500 students in the class was a young girl from Korea who gave a very moving address saying "Over 5 years ago I could not speak one word of English." She was forced by the situation to take courses in English. I do not know if there was any help in the Korean language or not.

I am not saying we should do away with bilingual education. We must stress that. But if you care to share your opinion in dealing with this maybe from your background you could speak more eloquently to it than I could. Are we making the proper thrust in our whole society toward moving toward the language of the country?

Ms. GARCIA. With the bilingual education program we really unfortunately do not have any choice. Monroe County is under court order to be in compliance with title VI of the Office of Civil Rights, and under that title VI regulation known as the *Lau* remedies we have to provide native-language instruction, so even if we thought we could serve these students in a better way, we do not have the choice.

Mr. ERDAHL. I am not trying to put you on the spot. My mother came to this country not speaking any English, and of course most of us in a sense are maybe of rather recent descendants of economic refugees in this country. Would you care to share your personal opinion if we should be moving maybe more toward a stress on the language of the country?

Ms. GARCIA. I think so. Personally in our program we have found that after about 2 or 3 years of being in a bilingual program, the child does make the transition into the regular classroom.

Mr. ERDAHL. How long was that?

Ms. GARCIA. About 2 or 3 years.

Mr. ERDAHL. If I can interrupt there, in the district that we moved into in Virginia it was very different from our rural district in Minnesota. We have many people, Southeast Asians and others, and I have been impressed how quickly they learn English, especially the kids. Sometimes the parents have a difficult time, but these kids have a remarkable ability and facility for learning English. They play with kids, learn it in the classroom and just in their daily lives.

Ms. GARCIA. They will learn. We have found that the students will learn how to speak English very quickly. As a matter of fact, children are in kindergarten classes who enter in August knowing no English at all, by the end of the school year are speaking English, and they prefer to speak English.

Mr. ERDAHL. Remarkable.

Ms. GARCIA. Once they are in first grade at the end of first grade with some of them we are able then to transfer them into regular English instruction classes. The reason that the native language instruction is so important is that as they are learning English, they are also getting the conceptual development of math concepts and the science concepts and the social and the political under social studies concepts, in their native language. Otherwise they would only be learning English. Once they are able to read English they will not have the conceptual problem, and would become what you would call your underachiever.

Mr. ERDAHL. That is a very valid point. Thank you for sharing it with us, and thank you for your fine testimony.

Chairman PERKINS. The committee will now adjourn and resume its hearings in Washington. Thank you.

Mr. STACK. Mr. Chairman, before you adjourn, if I may impose on you, and you are very gracious.

Chairman PERKINS. Will you go ahead, Mr. Stack.

Mr. STACK. I do want to say this. I think I would be derelict if I did not point out our great debt to both Congressman Fascell and Congressman Lehman for their contributions in the supplemental budget for 1980 in bringing to fruition the House resolution to include $100 million in refugee aid largely because of its impact in this area, and I think we should acknowledge our gratitude to these very fine and effective colleagues serving the country, Congressman Lehman and Congressman Fascell.

Thank you, sir.

Chairman PERKINS. Thank you all. I likewise wish to concur in that last statement. The gentlemen who represent this area are outstanding Members of Congress.

Thank you all. The committee will now adjourn.

[Whereupon, at 12:20 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Additional material submitted for the record follows:]

Prepared Testimony by Richard Hodes, Appropriations Subcommittee Chairman on Educational Funding, Florida House of Representatives

The history of this Country is one in which we have always proudly believed would accept political refugees from any part of the world--refugees who sought the freedom that was inherent with living in the United States. Throughout the several years of American history we have generally been able to absorb these heavy refugee loads. This capacity to absorb waves of immigrants has for the most part been spread throughout the United States during the last several years. The Vietnamese refugees, for example, were diffused throughout the Country, but in the Cuban situation, the refugees tended to concentrate within the State of Florida.

The geographic proximity of South Florida to Cuba and the accumulation of families in the Miami area particularly, created a natural attraction for the Cuban refugees to South Florida. It has been a factor in the economy of South Florida, and indeed the State of Florida, and up until this time this factor has in the long run been positive.

The Cubans who have come to this Country have proved to be model American citizens, highly productive and generally providing a fresh culture that has enriched this State, as well as the Nation. There does come a time, however, when a single massive immigration produces strains on the necessary services that government provides for its people. There will be a considerable delay before this wave of immigrants becomes self sufficient taxpayers. I intend to address primarily the area relating to educational services and the strain on the Florida education system as a result of the recent massive immigration of some 100,000 Cuban refugees. The effect of this immigration within the last several months has been to add approximately 15,000 students to the State school system, almost all of these being in Dade County and the Miami area.

In calculating the cost of absorbing 15,000 new Cuban and 550 Haitian Students into a single county school system has been projected at approximately $20 million dollars. My personal reaction to that figure would be that it may be too low. The State Educational Finance Program (FEFP) does not take into consideration the requirement for additional guidance and counseling of non-english speaking students. It does not take into consideration the cost of summer school and summer programs to help prepare these non-english speaking students for public school. It does not take into consideration the need for bilingual teachers nor does it provide for

the construction of facilities that will be required to house this additional student load. It is calculated up until very recently that there were approximately 27 new Cuban students a day enrolled in the Dade County school system, after an initial enrollment of 440 Cuban students the first day of heavy immigration. This amounts to the need for at least one new classroom a day.

This one new classroom a day is obviously a significant increase in capital facility requirements. The Legislature of Florida, this year, did provide for an opportunity for local school districts to raise significant millage dollars for the purpose of construction of new classrooms. In spite of this, it will be necessary to lease space for the coming year or two until new classroom facilities can be built.

It is clear then, that the impact overall on just the Dade County school system alone can easily be established at $20 million or more. Statewide the figure increases in the neighborhood of $20 - $22 million dollars. The reason that federal funds are needed to meet this particular burden at this time, is that the State has been struck by several fiscal jolts which prohibit us from identifying additional operational dollars to meet this burden.

The most sigificant was the loss of $70 million dollars in General Revenue Sharing which we are convinced will not be available

through federal law this year. Florida's entire share of General Revenue Sharing was placed in the FEFP program, and has been over the past several years. After consulting at some length with both House and Senate Congressional members, the Government Operations Committee of the House, and the Finance Committee of the Senate, it is clear that the State General Revenue Sharing funds will be lost for our 80-81 fiscal year. There is still some question as to whether or not the Proximire amendment will prevail which would not authorize current fiscal year funding of General Revenue Sharing to states--which would put us behind an additional $35 million dollars.

In addition to the above, our revenue projections based upon the Florida sales tax experience suggested that we will be some $50 to $60 million dollars lower than anticipated at the time of our original biennial Appropriations Act when passed in the 1979 Legislative session.

In summary, as a result of both a loss of State General Revenue Sharing and the declining economy, the impact of 15,000 Cuban and 550 Haitian Creole students on the Dade County school system is going to have to be met by either a diminution of services to the students in Dade County and to some extent, throughout the State, or by a replacement of the additional dollars from federal sources. It is therefore important, I believe, for this Committee to consider and hopefully recommend that appropriations be made to meet this particular burden so that the impact does not have to be borne by those children currently already in the Dade County School system by a diminution in the quality of their education.

I want to thank the members of the Committee for allowing me to appear before them today, and if you have any questions, I would be happy to answer them.

blank page

CUBAN AND HAITIAN REFUGEE EDUCATION

TUESDAY, JULY 1, 1980

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Kildee, Murphy, Goodling, Erdahl, and Stack.

Staff present: John F. Jennings, counsel; Nancy L. Kober, staff assistant; Mike Mazzoli, staff intern.

Chairman PERKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings this morning on H.R. 7425. This bill, introduced by Congressman Stack, would amend the Indochina Refugee Children Assistance Act to authorize payments to States with Cuban and Haitian refugee children enrolled in their elementary and secondary schools.

We had a very productive hearing on this bill in Miami last week. At that time the magnitude and urgency of the problems created by an influx of school-age refugees was brought forcefully to our attention.

As the witnesses here this morning will indicate, this problem extends beyond Florida. Many school districts around the country will be facing a crisis in the fall as they attempt to serve large numbers of refugee children with limited local resources.

I would like to commend Congressman Stack for introducing this bill and initiating these hearings. I am looking forward to today's testimony.

Mr. Stack, I understand that you may want to make a statement, so you go ahead at this time.

Mr. STACK. Thank you very much, Mr. Perkins.

I would like to commend you for having personally joined in the hearing that we conducted in Dade County, Fla. I know it was not easy for you to make this trip down there at that particular time, but you chose to make this a priority which I think is one that should be the priority of everyone.

We are dealing essentially with the question of assisting not individual refugees but local school districts that are being impacted by an influx of the Caribbean refugee children. I want to emphasize that.

There has been some misunderstanding, I think, of what we are attempting to do. The general per pupil cost of education is ap-

67-162 O - 80 - 6

proximately $2,000 a year in Dade County, Fla.—that is just about the figure—and of this about 11 percent comes to the school board from the Federal Government under existing legislation. About 50 percent comes from the State of Florida, so that the local share is about 40 percent of the per pupil cost. That translates into $800 per child.

To the extent the school board is impacted by new children coming from the Caribbean areas, most parents are not yet in a position to contribute to the tax roles. It is important that we look at this question from the point of view of what the impact on education generally will be if the Federal Government does not choose to pick up the cost which has been placed upon the school boards.

At Dade County—using that as an example—it has a deficit currently of approximately $24 million to fund the cost of education for children already enrolled in the school system. It is estimated the additional cost that we thrust upon the school board by the influx of these refugee children will be in the magnitude of $20 million. That was developed in our testimony in Dade County.

Therefore, what we are asking at this time is that the school board receive from the Federal Government that amount of money, and this would be true, of course, as Mr. Perkins points out, not just in Dade County, Fla. We have a problem in my own county, Broward County, Fla., where the school board people testified that their additional cost would be something like $5 million.

This is a problem that exists in many other States—New Jersey, Pennsylvania, and Illinois—throughout the country.

We are asking for simple justice Since the Federal immigration policy is responsible for the creation of the problem, it is only appropriate that the Federal Government reimburse the school districts. We are not asking for aid to the States. We are not asking for aid to individual refugees. We are asking the local school districts which must meet this problem be assisted to the extent of the additional cost. That is not simply the per pupil cost which presently exists.

Obviously, there are language problems. Most of these children speak Spanish. In the case of Cubans they speak Creole. I would like to emphasize we have also refugee children from other nations. They are not conversant with English. We can't teach them in English.

Now, we would, of course, hope that the school districts have empty classrooms where these children could be clustered in an appropriate number, say 30 to a class, and that among other things, obviously, we would certainly teach them English, but we would also have to teach the other courses, in mathematics, for example, sciences, social studies, and what I might choose to call cultural courses in music, the arts and so forth, home economics.

The fact is that they could be included in the general group for physical training classes, but basically, if we could get bilingual teachers to teach these classes, the cost would be diminished. That is the special education courses.

Now, we are talking about orientation and language training. The additional cost would be $2,000 per pupil. Let's say again we translate that into $800, or 40 percent. Assuming that is a fair

ratio throughout the country for the local burden, we would have some additional cost necessitated from the fact that we have a language teaching problem.

This problem will diminish, we hope, in time. We are writing this legislation, which I might say is technically an amendment to the Indochina Refugee Children Assistance Act. The fact is we are simply trying to include the children of the Caribbean refugees. That is the essence of H.R. 7425; that is the mechanism on which we will tack this legislation. We are also talking in summary of the impact of the cost to the school boards for the per pupil cost plus additional sums as may be determined appropriate to provide for orientation, language training and other courses that will be required especially for these refugee children.

Basically, that is what we would like to discuss today with our panelists. And, Mr. Chairman, I thank you very much.

Chairman PERKINS. Thank you very much, Mr. Stack.

Our first witnesses are a panel from the Secretary's office and I would like for all of them to come around—Dr. Michael Bakalis, Deputy Under Secretary, Department of Education, Mr. Josue Gonzalez, Director, Bilingual Education and Minority Languages Affairs, Department of Education; Mr. James H. Lockhardt, Director, Indochina Refugee Assistance Staff, Department of Education—all of you come around.

PANEL OF WITNESSES: DR. MICHAEL BAKALIS, DEPUTY UNDER SECRETARY; JOSUE GONZALEZ, DIRECTOR, BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS; JAMES H. LOCKHARDT, DIRECTOR, INDOCHINA REFUGEE ASSISTANCE STAFF, U.S. DEPARTMENT OF EDUCATION

Chairman PERKINS. Dr. Bakalis, we will hear from you first. Without objection, all your prepared statements will be inserted in the record. You can summarize your statement or proceed in any manner you prefer.

STATEMENT OF THE HON. MICHAEL BAKALIS, DEPUTY UNDER SECRETARY FOR INTERGOVERNMENTAL AFFAIRS, U.S. DEPARTMENT OF EDUCATION

Dr. BAKALIS. Good morning, Mr. Chairman. My name is Michael Bakalis and I am Deputy Under Secretary for Intergovernmental Affairs in the U.S. Department of Education.

To my immediate left is Mr. Josue Gonzalez, Director of Bilingual Education and Minority Language Affairs in the Department; and to his left, Mr. James Lockhardt, Director of Indochina Refugee Assistance Staff, in the Department.

I am pleased to appear before you today to present the Department's position on H.R. 7425 proposed by Representative Stack of Florida to amend the Indochina Refugee Children Assistance Act of 1976 to provide assistance to educational agencies for services to Cuban and Haitian children.

Mr. Chairman, all of us agree that it is necessary to meet the needs of Cuban and Haitian immigrants who have been arriving in the United States since the spring. The Department of Education responded quickly to calls for assistance by State and local education officials in Florida working to relieve the crisis conditions

created by the rapid influx of Cuban and Haitian immigrant children into south Florida public schools.

Secretary Hufstedler directed me to meet with the Florida Commissioner of Education and the Dade County, Fla., Superintendent of Schools within days after the enrollment of the first newly arrived immigrant child.

Our objective from the outset has been to work with State and local officials to plan the assimilation of all the anticipated new arrivals into the public schools expeditiously and with a minimum of disruption.

During my visit to Miami I saw firsthand the types of problems confronting local school districts in their efforts to provide services to these children. We have recognized from the beginning that the greatest obstacle to the full integration of the Cuban and Haitian students into American schools is the lack of English language ability.

Removal of this substantial barrier will make rapid assimilation into American education and social systems a reality; therefore, our initial assistance has been directed at supplemental English language training programs.

With this view in mind, the Department's Office of Bilingual Education and Minority Language Affairs in mid-June awarded a $1 million emergency grant from title VII, ESEA, to the Dade County Public Schools to fund a 6-week summer immersion program of intensive English-language training, using bilingual instruction techniques.

As of last week, approximately 7,500 students had been admitted to the district's schools and efforts were underway to include them in the summer program, which begins today. At this time we are having discussions with local education officials in other affected Florida school districts regarding similar assistance, particularly in Broward and Monroe Counties. However, it is clear that the major impact has been and will probably continue to be on Dade County.

We are also beginning to explore means of effectively coping with the educational needs of the resettled immigrant children with education officials of other States. However, Mr. Chairman, we realize that the assistance we have already provided to schools burdened by the admission of these children will only help solve a small part of the problem and only for the short term.

The question facing us now relates to how we insure that the needs of these newly arrived Cuban and Haitian children, along with the needs of other children who are refugees, are handled equitably.

Under the Refugee Act of 1980 the vast majority of Cuban and Haitian immigrants who recently arrived in south Florida are not considered refugees. On June 20, Ambassador Victor Palmieri, U.S. Refugee Coordinator, announced that the Attorney General has provided a 6-month parole for these Cuban and Haitian entrants.

At this time these recent immigrants are technically termed "Cuban and Haitian Entrants—Status Pending." During the initial 6-month parole period these entrants are expected to apply for asylum for permanent residence in this country. These requests for asylum and refugee status will be reviewed on a case-by-case basis.

Of the aliens entering the United States each year, many thousands are determined to be refugees under the law. In the classic sense, they are fleeing their homelands in fear of losing their lives. Last year the President, in consultation with the Congress, determined that 234,200 aliens would be given refugee status and allowed to reside in the United States.

Of the 234,200 refugees expected to be admitted to the United States this year, 19,500 refugees were to arrive from Cuba. These Cuban refugees included political prisoners and some occupants of the Peruvian Embassy in Havana whose lives were jeopardized by remaining in Cuba. The large majority of the recent influx of 115,000 Cubans constitutes family reunification cases.

Amending the Refugee Act of 1980 to define all these people as refugees would result in unfair, inequitable treatment for the hundreds of thousands of Soviet and Eastern European people awaiting family reunification. However, the President recognizes that State and local governments face an enormous burden of assimilation until these people become self-supporting members of society. As a result, the administration is developing legislation that would provide relief to States and localities, help meet some of the social and educational needs of these Cuban and Haitian entrants and preserve the intent of the Refugee Act of 1980.

Finally, Mr. Chairman, the Department acknowledges the distinction made between entrants and refugees under the law but recognizes that these Cuban and Haitian entrants have essentially the same special educational needs as all children who have left their homelands and enrolled in schools in this country.

As a result, the Department proposes to provide funds for a program of educational services to Cuban and Haitian entrants under the Secretary's discretionary authority, Section 303, ESEA. This program will be used to provide services that are identical to the program developed for refugees under the authority of the Refugee Act of 1980.

The Department has requested $7.7 million to implement this program for approximately 25,500 children of recent Cuban and Haitian entrants during the 1980-81 school year. Mr. Chairman, the $7.7 million that we have requested will provide approximately $300 for each Cuban and Haitian child under our current plan. If this money is appropriated under the Indochina refugee children assistance program and divided among both Indochinese refugee and Cuban and Haitian children, less than $60 per child will be available.

Because we believe Congress wisely designed this existing authority, the Secretary's discretionary authority, section 303, ESEA, with a flexibility which permits us to meet the needs of children such as these, the administration does not support the enactment of H.R. 7425.

Thank you, Mr. Chairman.

Chairman PERKINS. Dr. Bakalis, in Florida we were told that it costs $2,000 to provide a basic education for one child and that extra services such as bilingual education cost more than the $2,000. Now, how can the administration say that it supports an appropriation of only $300 a child to meet the needs of all these children who were admitted to the country by the Federal Govern-

ment? That is the question in my mind. How can we say we can only go that far when we permitted them all to come here? When you consider the cost at the local school level of more than $2,000, and if bilingualism is involved it may run as high as $3,000, how can we get around that discrepancy of discrimination against the local boards?

Dr. BAKALIS. I believe part of the answer is that the figure we have been dealing with when working with the Florida school officials has been approximately $1,000 per student, rather than $2,000. Our $300 figure represents the initial effort on the Department's part to attack the problem of language barrier. We do not claim that the $300 is a total figure for the education of the child, but rather that the $300 represents the approximate Cost of providing that bilingual education and that it is probably closer—I suppose it depends on what ingredients are put into the whole package—but it is probably closer to $1,000 or more for the total education costs.

Our emphasis at this point has been to attack the immediate problem of bilingualism and the need to make sure that the children have full access to education by surmounting the language barrier.

Chairman PERKINS. You support the legislation but only to the extent of $300, am I correct?

Dr. BAKALIS. Our present effort would target $300 per child beyond the normal Federal contribution. If you mean do we support the effort on the part of the Federal Government to help Dade County or any other part of the country in responding to the needs of these children, yes, we support that. We simply believe that we have the authority currently to provide the initial help that we believe is necessary, primarily in the area of bilingual training.

Chairman PERKINS. Mr. Stack?

Mr. STACK. Doctor, I am aware, of course, of the intensive program in Dade County for language training this summer and I commend you for that fine endeavor. Obviously, as a result of a 6- or 7-week course these children will not become facile in English. They may understand some English after that course is concluded. I am sure they will, but it becomes apparent that if we are to teach them the regular courses like I mentioned before, beyond English language training, how is a child newly arrived—from Cuba or Haiti or Nicaragua or wherever, going to be taught mathematics, science, social studies, and other courses, even after this course, unless it is in his own language?

You suggest that the per pupil cost in Dade County is $1,000. That is not factual. The per pupil cost is indeed approximately $2,000. Every new child that comes into the school system requires an expenditure by the school board of $2,000 whether that child be technically a refugee or whether he is denominated by a different language.

I think we are engaged in semantics when we talk about these people being called "Cuban and Haitian entrants—status pending." So, if you excuse me—that is a mouthful—I will refer to them as Caribbean and Haitian refugees and we will both understand what we are talking about.

But the fact is, for some period of time, at least 1 year, we will have to teach these children all the basic courses, to which I alluded, in their own language. This is going to impose the normal per pupil cost on the school board.

I think I have stated that of the $2,000, a portion comes from the State government and a portion comes from the Federal Government; admittedly, the local school district portion would come to approximately $800 for that particular basic cost, if you will, to teach these children as other children would be taught. The only difference would be they would be taught in their language of origin. We recognize there are some additional costs and I think you are recognizing that as well. Under the Indochina Refugee Children Assistance Act I understand the amount that has been paid is the figure of $450 for the Indochinese children.

We will come to that later, but the point I am making is this: It would be grossly inadequate to suggest to the Dade County School Board, Broward County School Board and others throughout the country a $300 payment by the Federal Government for a problem the Federal Government created.

After all—and I am not saying this in a critical sense—Mr. Carter's open-hands, open-heart policy invited these people. They did come, as you know, in great numbers, 114,000 from Cuba, and the vast majority will eventually wind up in Dade County. It is not fair for the Federal Government to say we are going to give the Dade County School Board $300 to meet this need. It simply will not meet it.

Let me say this: I am rather surprised that you would have any objection to the bill that we are proposing here. The Congress through this bill will be taking the initiative and saying "We are going to do the fair thing and pay the full cost to the school district." Now, if the administration says, "All right, we are willing to go along up to a certain point" that would be fine. And you say in your statement, if I understand you, the administration is preparing legislation. But the need is immediate. We can't wait for legislation; we don't want to address this problem sometime after we adjourn. That is why I took this initiative early on to get money down there to the school districts that need it, and to the school districts in States like Pennsylvania and New Jersey which were also heavily impacted, perhaps not to the same extent. Obviously not; but it is not sufficient to say you have language in preparation.

I would suggest the administration has been dilatory in meeting this need. It is fine to have summer courses but summer courses obviously are not the answer.

I think it is a very commendable effort. I think the earlier these children learn English, the better, but we cannot teach them in the coming school year in any language other than their language of origin, so I would hope you would support the amendment I have suggested here, and that we do the equitable thing by the local school districts.

Dr. BAKALIS. Mr. Stack, I think we can only commend you for your concern in regard to the Cuban and Haitian children and the need to respond to it. Certainly, we do not want to convey the idea we are not sympathetic with that, because I believe we are.

Mr. STACK. You did say you would oppose the bill?

Dr. BAKALIS. Only on the grounds we believe there are sufficient existing legislative authorities and other actions in process or planning that will respond to the problem.

Mr. STACK. You have given us the figure of $300?

Dr. BAKALIS. That is only one part of it. You are absolutely correct that the children will need to continue their learning of varying matters in their native language in the fall. It is clear they are not going to become English proficient in 2 or 3 or 5 weeks. But it is also important to keep in mind there will be continual bilingual education training. We expect the various affected school districts with high concentrations to continue bilingual training and probably enlarge their programs in the fall; so the bilingual effort will not stop in the fall.

In addition, we have other educational programs which are ongoing title I programs, the $100 million that is proposed by Representative Fascell, the administration's forthcoming legislation.

Mr. STACK. None of that money that Representative Fascell was responsible for passing through the House is designed to go to educational services.

Dr. BAKALIS. I believe part of it is, sir.

Mr. STACK. I would disagree. Some portion of it may. I would not want to make a flat contradictory statement, but the point is it is not really directed at the problem we have here.

I would like to emphasize this point. We sit here as the Committee on Education and Labor. Education is our primary mandate on this committee and indeed we feel that education, next to national defense, is the primary concern of our system of government, not necessarily the Federal Government, but we feel that if we properly meet the educational needs of our children, we will solve many of our problems. Education impacts on all of our social and economic problems, so what we are doing here is not suggesting we spend money; we are suggesting we make an investment in the education of children newly arrived. If we do not do this, if the school boards' needs are not met adequately, financially, the quality of education for all children will diminish. The place to look to for help for this money is the Federal Government since the school year opens September 1, we have little time here and the school boards have to be assured they have the money on hand.

That is the essential point I want to make throughout this hearing. We are not simply talking about the refugee children, we are talking about children already enrolled in the school system; because if we don't get the money, the school districts will have no option but to increase classroom size. There will not be enough books to go around. There won't be teaching materials to go around. The entire quality of the educational system will suffer and the Nation will be the loser.

I think therefore in equity we would ask you to support this legislation, and if Congress is willing to appropriate the money for which we are looking, I would think the administration would be pleased to rally to our support.

Dr. BAKALIS. We think, sir, the point using that mechanism might very likely result in less money for the Cubans and Haitians

per child because the total amount would have to be shared with Indochinese refugee children as well.

Mr. STACK. In the language of the bill, we will spell out precisely what we will do. We will pay to the school boards the per pupil cost less what they are already receiving from the State and Federal Government to meet per pupil cost for other children, and also whatever additional cost for language training and so forth.

If we spell this out in the bill, it will be clear we will meet the needs of the local school district. Any money the Federal Government has on hand for other purposes can come in behind us. You will not be spending any additional money except to the extent I outlined; $300 is not going to do the job.

Intensive language courses this summer will not do the job, and we can't sit around and wait. The school year begins very shortly and I hope to have this bill, with Mr. Perkins' blessing, through the committee in a few weeks and on the floor of the House, and I would certainly hope that the administration would support this effort which they themselves have the responsibility to do in view of the fact that they created the problem.

Dr. BAKALIS. I wonder if it would be permissible for Mr. Gonzalez to add a comment, as the Director of Bilingual Education?

STATEMENT OF JOSUE GONZALEZ, DIRECTOR, BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS, U.S. DEPARTMENT OF EDUCATION

Mr. GONZALEZ. I want to point out that our experience with the title VII Elementary and Secondary Education Act has been that at best we have been able to make awards which average roughly $350 per child out of that discretionary grant authority.

In making the award to Dade County for the summer program, for example, we took that figure into account, since the funds have always been limited for title VII. But I did want to emphasize that in addition to the title VII ESEA funds that are available, there are the funds that could flow under the discretionary authority of the Secretary and it might be possible to concentrate the funds on those areas which are particularly impacted with Caribbean entrants using the Secretary's authority a lot quicker than we could through the other authority.

The Refugee Act authority is an HHS authority. The education authority we are using for the $7.7 million resides with the Secretary of Education directly.

Mr. STACK. What amount of money would you be looking at? You said that under title VII, discretionary funds of $300 would be available. Now, if you are looking at the Secretary's discretionary money, how many additional dollars would we be looking at?

Mr. GONZALEZ. I don't know that I could name a figure. It would depend on how much money we had.

Mr. STACK. My bill will spell out the amount of money and, after all, you will agree that the House of Representatives has the duty, and certainly the right, to appropriate money. If we can come along and give you help in the form of legislation that would meet the need fully, why should you not support our endeavor?

Mr. GONZALEZ. I simply repeat Dr. Bakalis' argument, sir, that by combining the $23 million supplemental that we presently have

and using it for all refugees—if we consider Cubans and Haitians to be refugees—we presently would only have $60 per child using that formula for it.

Mr. STACK. I don't follow that.

Mr. GONZALEZ. There are currently 66,000 children nationwide.

Mr. STACK. I am talking about this new influx which the administration created. Admittedly—and I said this before—you are paying about $100 million, as I understand, for the Indochinese children. I am not trying to diminish the assistance that is given to them.

What I am trying to do is something different, a new way of addressing that problem. The Indochinese children are more spread throughout the Nation, whereas you correctly state that the greatest impact will be felt in certain districts, such as Dade County.

I am still unable to understand why you would not add whatever funds are available from title VII to the Secretary's discretionary funds for the purpose of solving the problem we are addressing here this morning. And if Congress authorizes expenditures by the Federal Government, say $800 per child, to meet the basic per pupil cost, plus some additional funds for bilingual training, I would not be able to understand why you would not find that an appropriate way to go.

Dr. BAKALIS. At the risk of being too repetitious, again, we believe that we can do the job more efficiently, more quickly, through existing authority and through the total funds that are available through other programs.

Now, I suppose that, in the interest of efficiency and nonduplication, if there is one comprehensive program that covers everything and permits us to eliminate all these other things, that might have some rationale behind it. At this point we think it can be done as we have proposed.

Mr. STACK. I don't want to do anything duplicative in the legislation. We are going to address the subject of Caribbean refugee children and we are asking Congress to appropriate funds to meet the entire burden thrust upon the school boards by the Federal Government. Then to the extent that you are already meeting the needs throughout the Nation of other types of refugees, whether we choose to call them refugees or whatever, and I commend you for that, additionally we need action quickly. With all due respect I don't think what you are suggesting would be adequate.

So, I think perhaps we have a difference of opinion and let's agree that we do. I will do it the way I think it should be done, and you do it the way you think it should be done, and some time you will come in behind us and help. You already have some money and you won't have to put any more in for that purpose. Let's get on with the job. That is what I am suggesting.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Goodling?

Mr. GOODLING. Thank you, Mr. Chairman.

I suppose if the administration would stop playing games in defining the status of these people that are coming into this country, we would not have this problem, because I think they could already be covered by the Refugee Assistance Act of 1980.

best copy available

I don't follow your thinking that it would not be fair to eastern Europeans because I am sure if there is another situation like 1956 in Hungary or anything of that nature, we will accept them and make whatever arrangements we have to make. Many of them, of course, at the present time cannot get out.

Let me ask you a couple of questions:

You say you already programed $1 million into Dade County, then you are also talking about $7.7 million for all other Cuban and Haitian refugees?

Dr. BAKALIS. Yes, sir.

Mr. GOODLING. Now, how much money is already available under section 303? You said we are taking the money from section 303?

Dr. BAKALIS. At present I believe there is none.

Mr. GOODLING. Then my second question: What is the status of your $7.7 million request?

Dr. BAKALIS. Well, it was included, sir, as part of Representative Fascell's $100 million request.

Mr. GOODLING. The $7.7 million is in that request?

Dr. BAKALIS. Yes, sir.

Mr. STACK. Is that amount for Dade County?

Dr. BAKALIS. Not only for Dade County, sir.

Mr. STACK. The $7.7 million is not for Dade County?

Dr. BAKALIS. Not only for Dade County.

Mr. GOODLING. I understand that was for all Cuban and Haitian refugee children who are coming in. I guess we have a problem with the legislation because of the administration's definition of these recent entrants.

I understand their problem but they have had a lot of time to come up with better answers. I would think that where we say "a bill to amend the Indochina Refugee Assistance Act," we say "Cuban and Haitian refugee children" I suppose we would have to change that word, since I would imagine that since they are not called refugee children, then the act would not benefit them anyway because the administration would say they are not refugee children.

Mr. STACK. I would say I would be willing to adopt the semantics of the administration if they will adopt my view that we should properly reimburse the school districts.

Mr. Goodling, I believe we could meet that need in drafting the amendment that I am proposing. I might say, parenthetically, Mr. Perkins has informed me that after the recess, on July 22, he is scheduling markup on the bill which I suggested, so that we do not propose to be dilatory here.

We are going to get right at this and if there are some funds already available from the bill that Mr. Fascell sponsored, so much the better. We will have some basis to build on, plus the $300 you mentioned. Therefore, this will diminish the financial burden we are placing upon the Federal Government to that extent.

We are not going to be—as I said—duplicative. We will add on amounts sufficient to do the equitable thing that requires doing.

Thank you.

Mr. GOODLING. Second, I think we would have to find some kind of accommodation to section B, because herein lies the dilemma for the administration, I think, because here you are saying they will

be defined as "those who fled from Cuba or Haiti cannot return because of fear of such persecution" and so on—"fear of persecution because of race, religion, or political opinion."

I understand that is why the Cubans fled, but that is not, as I understand it, why the Haitians fled, so I suppose therein lies the dilemma, for the administration, but you would probably have to redefine that somehow.

Mr. STACK. I think at the present time the administration's decision may well be that not all the Cubans fled for the reason indicated but that many of them left simply to be reunited with their families. Therefore, they would not be technically a candidate for what we call asylum, which presented a problem in the administration at one time. They wrestled long and hard with that problem.

This whole matter of status and definitions and semantics has been one of very considerable concern. I had the pleasure of being present at a briefing in which Mr. Palmieri addressed this problem and really I don't think that we want to get into this sort of question here, except to the extent that Mr. Goodling properly suggests we change the language of our bill, and we will do that. I don't think we want to get into this sort of question here.

We know what the need is. We know whom we are dealing with. These children are here, whether the children are children of parolees for 6 months and you know well they are not going to be sent back after 6 months, they are going to stay in Dade County or wherever they are, so why don't we candidly admit we have a problem and get on with it? That is what we intended to do.

We hope we will have your support.

Mr. GOODLING. Would the administration know whether there is anything on the Senate side as far as their 1980 supplemental appropriations and rescission act covering the same kind of money as the Fascell amendment?

Dr. BAKALIS. There is actually more, approximately $200 million.

Mr. GOODLING. You say there is more on the Senate side?

Dr. BAKALIS. Yes. The question of semantics is a difficult one. As I said, we are trying to respond to the problem as it has been presented to us. Family reunification is a key ingredient and I think the essence of your opening remarks, sir, in regard to the Soviet and eastern Europeans, suggests that there are many people who are in line waiting for similar family reunification.

Mr. GOODLING. They have to be able to get out first of all. That is the difficulty as I see it. Do you know if any of that $200 million is designated for the purpose of education?

Dr. BAKALIS. Approximately $25 million.

Mr. GOODLING. We have $100 million and they have $23 million?

Dr. BAKALIS. No.

Mr. GOODLING. Ours is not targeted at all?

Dr. BAKALIS. $25 million in addition to the $100 million, approximately $125 million. Then there is more money for health and emergency relief.

Mr. GOODLING. I have no other questions.

Chairman PERKINS. Thank you very much. You have been very helpful to us this morning.

We hoped the administration could have gone a little further but be that as it may, you have been helpful to us.

Mr. Lehman, I am going to call on Mr. Lehman. He was listed first.

STATEMENT OF HON. WILLIAM LEHMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. LEHMAN. Thank you, Mr. Chairman. I am sorry I am late. I was detained.

Chairman PERKINS. Your full statement and that of Congressman Pepper will be included in the record, and you may proceed.

Mr. LEHMAN. Mr. Perkins has always been concerned with the problems of those who needed help the most in education. It is a privilege to be here with my colleague from Florida and my colleague from Pennsylvania. I know his father well, and he was also a distinguished Congressman.

I am certainly glad that Mr. Stack did have these hearings in Miami. I am sorry I was not able to be there. I think most of the ground has been covered.

The problem, as I can only reiterate it, is that this is as much of an impact on the Dade County school system as any that comes to bear on any school system in this country. It is not of the making of Dade County and it is not of the making of the State of Florida. It is simply the result of a diplomatic policy that has been put in place by the administration of this country.

I would like to present this statement in full and not read it at this time, but it certainly is necessary that if the Government is going to make statements in regard to open arms and open hearts, they must open their Federal pocketbooks to take care of this responsibility. We can't have it both ways.

I would like at this time to reiterate my support for this subcommittee and the Committee on Education and Labor and let my colleagues know that I will help them in any way I can to continue their fight for the kind of assistance that we are going to have to have in Dade County. We need help to keep up the level of education and not deprive other areas of services that are necessary for our local governmental agencies in that part of the country.

[Prepared statement of Congressman William Lehman follows:]

PREPARED STATEMENT OF HON. WILLIAM LEHMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman, I am happy to have the opportunity to be present at this hearing, particularly since I was unable to attend the Miami hearing which was held on June 23.

I wish to thank the subcommittee for its responsiveness in addressing this very difficult situation. Of all the local agencies which are affected by the recent influx of Cubans into South Florida, I believe that the Dade County public school system is the most severely burdened.

The school system cannot refuse to educate the Cuban and Haitian children who have landed on our shores, and yet the schools are being forced to bear the extra costs. As many as 20,000 new students will enter Dade County schools this coming Fall. The cost of educating these children, who speak little or no English, is $1,000 above the normal per student cost. I know the subcommittee has heard these figures before, but they bear repeating. The subcommittee should also keep in mind that adult educational services are necessary and will also prove costly.

This poses an impossible dilemma for Dade County if no federal help is forthcoming. The only possible solutions are state and local tax increases or reductions in our educational programs. Such solutions are totally unacceptable to the local communi-

ty, and rightly so. The presence of the Caribbean refugees in Florida is not the product of state or local policies. It is a consequence of U.S. foreign policy and the United States has the primary responsibility to care for these persons.

The question of federal responsibility is indisputable, and my Florida colleagues and I are dismayed by the Administration's current policy of providing less than full reimbursement to state and local agencies forced to cope with the enormous number of Cuban and Haitian arrivals. We are working to change this ill-advised policy and we appreciate the concern and support shown by our colleagues from other parts of the country.

While we are disappointed in the Administration's policy this far, I would like to take note of the fine cooperation Dade County Public Schools received from the Department of Education. Without the Department's help in providing some additional funding, the schools would not have been able to provide a summer program which will give these new students at least some preparation for the regular academic year to begin in September.

I congratulate my friend and colleagues, Congressman Ed Stack, for the leadership he has shown on this issue. He has made an important contribution in introducing his bill to compensate local schools districts for educating the children of Caribbean refugees.

Other solutions have been suggested as well. There is the alternative of using impact aid for this purpose or of amending the Refugee Act to provide reimbursement in situations like this where the entrants are not legally considered refugees. The simplest solution of course would be to make these persons refugees under the Refugee Act.

Time is short, however, and Congress must decide upon the best approach soon. We must act quickly to start the money flowing to these agencies which find themselves in desperate straits as a result of federal policy.

Aid to our schools for educating Cuban and Haitian children is one of my top priorities and I pledge my full cooperation and hard work in devising an appropriate assistance program.

Thank you for your interest in this very serious matter. The committee's efforts to aid school districts such as Dade County are much appreciate.

Mr. STACK. Will the gentleman yield?

I would like to make an observation, and I thank you for your appearance here this morning, Mr. Lehman.

I would like to point out you were formerly a member of the Dade County School Board, so you are seeing this from both sides of the aisle. I think this is very important. Having been a member of this committee, having served with distinction on the Dade County School Board, you bring certainly a perspective to this problem which very few Members of Congress would have, and your support means a great deal to us.

I would also observe you now have the distinction of serving on the House Appropriations Committee, so you are doubly valuable to us.

What we are suggesting here is this—and I think you would fully agree: In Dade County the problem is that we have the greatest impact of these children in the Nation. The per pupil cost is approximately $2,000, the local expense is approximately 40 percent, or $800. In addition to that regular per pupil cost, we need special funds for language, training orientation and other matters. We are suggesting through this legislation that we will fully reimburse the school district for that amount of money, whatever that proves to be.

I think this is simple equity and I think basically that is what you have said in your statement.

Chairman PERKINS. Will the gentleman yield to me?

Let me concur in Congressman Stack's statement about his colleague from Florida, Mr. Lehman.

Mr. Lehman knows the problems in the area brought about by the issue of the Cuban refugees, and we are thankful that the

gentleman from Florida, Mr. Lehman, came here this morning. He gave us the benefit of that great knowledge that he has acquired over a period of years, both in the Congress and as a school board member in Florida.

I appreciate your coming.

Mr. LEHMAN. I would like at this time—if the Chair would yield—I am sorry I overlooked my colleague from Michigan, Mr. Kildee. He and I have had some interesting conversations. He served a long time in India and anybody who has spent time in India knows the kind of help we are going to have to target for this country in order to raise the quality of life to make this a better world for our children and our grandchildren.

It is a pleasure to be here in this room again and I hope I will have an opportunity to be with you and to work with you on the Appropriations Committee to complete the realization of this proposal.

Chairman PERKINS. Mr. Goodling?

Mr. GOODLING. I have one other question: If you targeted $1 million into Dade County, are you doing anything in Indiantown Gap, Pa., and anything at Fort Chafee, where all these youngsters are?

Dr. BAKALIS. The regional offices of the Department of Education have been in contact with the State department of education in Pennsylvania and there is very definitely the potential of giving a similar kind of proportional assistance to those communities. We have not received, to my knowledge, any kind of formal request for that yet. But our office has been in contact with the State department of education.

Mr. GOODLING. Then no English language training is being provided for these youngsters, the weeks and weeks they are staying in these camps?

Dr. BAKALIS. There are some programs going on in those camps, but there is nothing directly coming at this point from the Department. We have been in contact with them.

Chairman PERKINS. Mr. Kildee?

Mr. KILDEE. Just to comment, Mr. Chairman, I am happy to see that this committee has taken the initiative to translate our moral concern for the specific help of these children.

Chairman PERKINS. Thank you very much, Mr. Kildee.

All right.

[Prepared statement of Congressman Claude Pepper follows:]

PREPARED STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman, I regret that due to a previous commitment in my District I am unable to testify in person before your distinguished subcommittee this morning in support of Legislation recently introduced by my dear colleague from Florida, Ed Stack.

This bill, H.R. 7425, provides needed assistance to localities whose schools have been subject to increases in enrollment due to the recent influx of refugees from neighboring Caribbean countries; namely Cuba and Haiti. I appreciate very much your invitation to testify in support of this measure as it seeks to address a crucial problem affecting my district and other districts in and around south Florida. As you know, this area, simply because of its geographic location and an immigration policy which, unfortunately, does not provide sufficient reimbursement to the affected areas, has been forced to accept a great financial burden. The ironic situation this creates is that while the influx of refugees has been termed a "National

problem," one which should be taken care of at the national level through Federal assistance; the major portion of the costs incurred are at the local level.

Dade county and the city of Miami have recently compiled preliminary figures which show the anticipated costs to the Miami area that are to be encumbered by October 1, 1980 total over $444 million, not including education costs, expected to raise this figure to well over $50 million. It is wholly unreasonable to expect one locality, such as Dade, to incur such an exorbitant expense.

Representative Stack's proposal for assistance to educational agencies affected by the influx of refugees from Cuba and Haiti clearly demonstrates the need for a Federal commitment to address this problem and I commend by colleague for his insight.

Chairman PERKINS. If the next panel will come around, we have panel No. III, Ms. Cathryn Havrilesky, assistant commissioner of education, State of New Jersey; the Honorable William Musto, mayor of Union City, N.J.; Mr. Carl Raparelli, superintendent of schools, West New York, N.J.; Mr. Thomas Highton, superintendent of schools, Union City, N.J.; and Ms. Roberta Kanarick, bilingual coordinator, Elizabeth School System, New Jersey.

PANEL OF WITNESSES: CATHRYN HAVRILESKY, ASSISTANT COMMISSIONER OF EDUCATION, STATE OF NEW JERSEY; CARL RAPARELLI, SUPERINTENDENT OF SCHOOLS, WEST NEW YORK, N.J.; ROBERTA KANARICK, BILINGUAL COORDINATOR, ELIZABETH SCHOOL SYSTEM, NEW JERSEY

STATEMENT OF CATHRYN HAVRILESKY, ASSISTANT COMMISSIONER OF EDUCATION, STATE OF NEW JERSEY

Ms. HAVRILESKY. Good morning. I am Cathryn Havrilesky, assistant commissioner of education for school programs for the New Jersey Department of Education. Our commissioner of education, Dr. Fred G. Burke, has submitted to you formal testimony regarding the impact of the immigration of Cuban and Haitian children on the school districts of the State of New Jersey.

In recent years and in recent months—more to the point of today's hearings—New Jersey has become the new home for thousands of Cuban and Haitian immigrants.

Before the latest arrivals, it was estimated that there were 180,000 Cubans in the State. The numbers have jumped dramatically of late and the Department of Immigration estimates that there will be a continued rise, with an additional 22,000 Cubans relocating in New Jersey.

I am here today to tell you that the New Jersey Department of Education supports H.R. 7425 because we believe that amending Public Law 94-405 seems to be the only way that certain New Jersey public schools can avoid a chaotic and potentially unconstitutional education system in certain areas of the State in September of this year.

The reason is this: In 1975 the New Jersey legislature passed the Public School Education Act of 1975 known as the T. & E. law because it carries out the constitutional provision for a thorough and efficient system of free public education for all children between 5 and 18 years of age.

This act called for fiscal reforms and programmatic improvements involving active citizen participation in the planning and decisionmaking. However, the unplanned immigration of large numbers of students coming into a school system without any advance warning has caused chaos.

Any school district can absorb a few new students in a school year, but a dozen school districts cannot handle over 1,200 new students in a few weeks, and that is the magnitude we are talking about.

Our written testimony includes a tabulation of the numbers of students by district, and districts such as Newark, Union City, West New York, Weehawken, Passaic, Paterson, Elizabeth where the new children are entering are already hard pressed to provide sufficient moneys for education.

In our districts which will receive the largest numbers of Cuban and Haitian children the amounts of State aid which will be required totals $5,610,051. This is our estimate for the school year 1980–81 and I again remind you that this money has not been budgeted. It can be anticipated that this amount will increase in the years to come.

We have given you a detailed breakdown in our written testimony of the present equalization aid due to the influx of Cuban and Haitian refugee children and the increased amount of State aid for bilingual education for these children.

In Newark alone it is estimated that the increased equalization aid totals $380,776, while the increase in bilingual aid amounts to $319,520.

In Union City the equalization aid increases to $11,163,055 from $10,678,695 and for bilingual aid from $579,290 to $898,810.

We are talking about school districts receiving anywhere from 100 to 1,000 new students this fall; and we have heard that as of last week students were showing up in Camden and Vineland, places which expected no new enrollments as a result of this recent influx. We have not even included these districts in our estimates. Surely these districts and the State of New Jersey should not be expected to carry the burden of this unanticipated increase in educational expenditures without some relief from the Federal Government.

These districts already depend on State aid for a large percentage of their education costs. Our State budget for education has been increasing in the past few years. This year the State budget for education is $1.4 billion, for a total of 1.3 million students. We estimate that in September the total cost of providing education to a projected 6,000 new students from Cuba and Haiti will be $5,610,051. This includes the additional State aid for special services such as bilingual programs which amounts to $1,917,120. We have only a rough estimate but believe that at least $1,584 million will be needed for special education.

New Jersey's budgets are already set for next year and we simply cannot provide the total moneys required for these unanticipated services. Our school districts receive their State aid based on the enrollment of the previous school year.

Obviously, since these students were not on the rolls last September 30 when State aid calculations were made, there is not 1 cent in the budget to cover the expense of educating them.

To make the situation worse, these districts are affected doubly: Not only will they not receive any State aid for these children but also they will receive no Federal aid under title I and title VI of ESEA; and, I might add, this occurs at a time when New Jersey

faces a $2 million cut in title I because of other manipulations in the calculation of Federal aid to education.

Since local budgets are already set, there is only one way that additional funds can be raised, and that is for the local district to go back to the taxpayers. In most of the communities receiving these new students, tax ratables are down and the prospect of asking local taxpayers to raise new taxes to support these unexpected immigrants is grim, to say the least; and, frankly, we in the State department of education are quite worried about the backlash that will occur in some communities as a result.

Given a reasonable amount of time, New Jersey communities will certainly be able to absorb new citizens. Even if Congress does act to relieve the immediate relocations problem, local districts stressed by this relocation will continue to need some financial support from the Federal Government if full education services are to be provided.

The commissioner of education, committed to help solve this problem, has already allocated funds from an emergency account to support summer schools for these children in Union City, Elizabeth, and West New York; but not sooner was the allocation made than we learned that even more children are enrolling.

This emergency fund is now depleted and yet the need for language and cultural orientation programs for these children and their parents continues. You will hear directly from those local educators trying to deal humanely with students who are unprepared for the academic expectations of our schools.

Although we hope that ultimately an equitable and lasting Federal impact aid package for education will come from this Congress, we must stress that the immediacy of the problem in New Jersey today impels us to request that for the coming school year Congress provide some additional relief.

Although we have welcomed these children into our schools and have tried to make their readjustment to a new life as trouble free as possible, we know that they need many special services. They bring no records with them; some are not immunized; they do not understand our ways. We have had reports from teachers of confused little children crying in class because they are not sure of their surroundings. Some classrooms now have up to 46 children in one class, an impossible teaching situation.

In September we predict that when thousands of new children who came from Cuba and Haiti come to our schools there will not be enough teachers in those districts. Districts simply cannot offer contracts to teachers unless there is some assurance that additional Federal aid will be forthcoming to pay for these salaries and related costs.

We realize that many other social and welfare problems face our municipalities because of this influx, and we hope that Congress, recognizing these needs, will provide funding authorization to meet them.

We know, however, that unless there is a specific authorization for educational funding by Congress, there will be havoc in some already overburdened urban school districts in New Jersey.

Therefore, we urge you to act quickly on H.R. 7425 because the education of these children cannot wait.

Thank you very much.

[Attachments to prepared statement of Cathryn Havrilesky follow:]

SUPPORTING STATEMENT AND DATA

IMPACT ON EDUCATION IN NEW JERSEY OF THE

CUBAN AND HAITIAN CHILDREN'S IMMIGRATION

INTRODUCTION

NEW JERSEY HAS BEEN SERIOUSLY AFFECTED BY THE INFLUX OF CUBANS AND HAITIANS RELOCATING IN OUR STATE. PRIOR TO THEIR ARRIVAL, THERE WERE APPROXIMATELY 180,000 CUBANS IN THE STATE. ESTIMATES OF THE DEPARTMENT OF IMMIGRATION INDICATE THAT APPROXIMATELY 22,000 MORE CUBANS WILL BE RELOCATING IN THE STATE IN THE NEXT FEW MONTHS.

A PRECISE PICTURE OF THE MAGNITUDE OF IMPACT OF THE CUBANS AND HAITIANS ON EDUCATIONAL PROGRAMS IN SEPTEMBER CANNOT BE PRESENTED AT THIS TIME BECAUSE MANY HAVE NOT REGISTERED FOR SCHOOL AS YET.

IN LOCAL SCHOOL DISTRICTS WITH AN ALREADY LARGE CUBAN POPULATION, SUMMER SCHOOL PROGRAMS HAVE ALREADY BEEN AFFECTED BY THE CURRENT RELOCATION. UNION CITY, ELIZABETH AND WEST NEW YORK HAVE BEEN MOST AFFECTED BY THE CUBAN RELOCATION.

UNION CITY:

UNION CITY HAS RECEIVED THE LARGEST AMOUNT OF RELOCATED CUBANS. THIS MAY BE ATTRIBUTED TO THE FACT THAT THERE ARE THREE REFUGEE CENTERS IN THE CITY. AS OF JUNE 30, 1980, THERE WERE 500 CHILDREN ALREADY ENROLLED IN EDUCATIONAL PROGRAMS IN UNION CITY. IT IS PROJECTED THAT THIS AMOUNT COULD DOUBLE OR EVEN TRIPLE BY SEPTEMBER. THE SIZE OF CLASSES HAS INCREASED FROM 15 TO 46 STUDENTS, AN HORRENDOUS TEACHING SITUATION.

WEST NEW YORK:

BECAUSE OF ITS PROXIMITY TO UNION CITY AND THE HIGH CUBAN POPULATION, WEST NEW YORK MAY RECEIVE AS MANY AS 400 CUBANS BY THE FALL. AT THE PRESENT TIME, THERE ARE 50 NEWLY-ARRIVED CUBANS ENROLLED.

ELIZABETH:

ELIZABETH IS A DISTRICT THAT HAS A HIGH CUBAN POPULATION AND HAS ALREADY HAD AN INFLUX OF CLOSE TO 100 NEW ENROLLEES. IT IS PROJECTED THAT BY SEPTEMBER THAT NUMBER MAY INCREASE TO SEVEN HUNDRED. THE IMPACT OF CUBANS ON AT LEAST 8 OTHER SCHOOL DIS-

TRICTS HAS NOT YET BEEN ASSESSED. VINELAND, NORTH BERGEN, JERSEY CITY, PASSAIC, PATERSON, NEWARK, WEEHAWKEN, KEARNY AND HOBOKEN ALL EXPECT TO BE AFFECTED BY CUBANS NEWLY RELOCATED INTO THEIR DISTRICTS.

NEW JERSEY'S HAITIAN POPULATION IS CONCENTRATED IN ESSEX COUNTY COMMUNITIES. THREE KEY DISTRICTS HAVE BEEN IDENTIFIED: ORANGE, EAST ORANGE AND NEWARK.

ORANGE:

IN OCTOBER, 1978, THE ORANGE SCHOOL DISTRICT IDENTIFIED 44 HAITIAN STUDENTS ENROLLED IN THIS SMALL DISTRICT'S SCHOOLS. IN OCTOBER OF 1979, THIS NUMBER HAD DROPPED TO 39 STUDENTS, BUT, BY THE END OF THE SCHOOL YEAR, HAD INCREASED TO 55 ENROLLED STUDENTS.

THE COMMUNITY RECOGNIZES THAT MANY MORE SCHOOL-AGE CHILDREN HAVE NOT ENROLLED IN THE SCHOOLS BECAUSE THE HAITIANS ARE AFRAID TO IDENTIFY THEMSELVES TO ANY OFFICIAL AGENCY, INCLUDING THE SCHOOLS, BECAUSE OF POSSIBLE POLITICAL REPRISALS BY THE HAITIAN GOVERNMENT.

INFORMAL DATA SOURCES, SUCH AS A LOCAL BUSINESSMAN FROM THE COMMUNITY, INDICATE THAT IN SOME AREAS, BUSINESS HAS INCREASED BY 25% OVER THE PAST THREE MONTHS, WITH NEW CLIENTELE COMPRISING RECENT ARRIVALS TO THE COMMUNITY FROM HAITI.

A MINISTER FROM NEIGHBORING HILLSIDE, WHO WORKS CLOSELY WITH THE HAITIANS IN ORANGE INFORMS US OF A COMMUNITY GROUP WHICH HAS RECENTLY GONE TO FLORIDA TO BRING BACK HAITIANS INTO THE ORANGE SCHOOL DISTRICT COMMUNITY. THE NUMBERS COMING INTO THE

COMMUNITY AT THIS TIME ARE NOT KNOWN BUT ARE EXPECTED TO HAVE GREAT IMPACT ON THE SCHOOLS IN THE FALL WHEN PARENTS ENROLL THEIR CHILDREN.

EAST ORANGE:

DURING THE SCHOOL YEAR 1979-80, EAST ORANGE SERVED 85 HAITIAN STUDENTS IN GRADES K-12. THEIR ANTICIPATED KINDERGARTEN ENROLLMENT FOR SCHOOL YEAR 1980-81 IS APPROXIMATELY 105 STUDENTS.

THE BILINGUAL EDUCATION PROGRAM COORDINATOR WORKS VERY CLOSELY WITH THE HAITIAN COMMUNITY. ONE OF ITS LEADERS HAS IDENTIFIED 90 NEW FAMILIES THAT HAVE MOVED INTO THE EAST ORANGE COMMUNITY SINCE MAY. THESE FAMILIES CONTAIN OVER 30 SCHOOL-AGE CHILDREN WHO, TOGETHER WITH OTHERS WHO MAY MOVE INTO THE DISTRICT DURING THE REMAINING SUMMER MONTHS, WILL NOT BE ENROLLING IN THE SCHOOLS UNTIL FALL. OFTEN THE IMPACT ON THIS DISTRICT OF NEW HAITIAN REGISTRANTS IS NOT REALIZED UNTIL THE MONTHS OF OCTOBER AND NOVEMBER, A CONTINUING PROBLEM BECAUSE OF TITLE I WELFARE DATA NEEDED.

NEWARK:

IN THE NEWARK SCHOOL DISTRICT, 75 HAITIAN STUDENTS ARE CURRENTLY ENROLLED IN GRADES K-12. HOWEVER, COMMUNITY REPRESENTATIVES STATE THAT THE SCHOOL-AGE CHILDREN NOW IN THE CITY FAR EXCEED THAT NUMBER. AGAIN, THE IMPACT OF RECENT HAITIAN REFUGEES WILL NOT BE EXPERIENCED UNTIL THE FALL MONTHS.

IN ALL THREE COMMUNITIES, IDENTIFICATION OF THESE STUDENTS IS VERY DIFFICULT, SINCE CHILDREN ARE OFTEN NEVER ENROLLED IN THE SCHOOLS. A REVEALING EXAMPLE OF THE PROBLEMS ENCOUNTERED IN

IDENTIFYING THESE STUDENTS WAS CITED BY THE BILINGUAL PROGRAM COORDINATOR FROM ORANGE SCHOOL DISTRICT. THIS PAST WEEK ALONE THREE CHILDREN RESIDING WITHIN THE COMMUNITY WERE IDENTIFIED WHO HAD NOT BEEN ENROLLED IN THE DISTRICT'S SCHOOLS. ONE CHILD HAD RESIDED IN FOUR DIFFERENT SCHOOL DISTRICTS THIS YEAR, BUT HAD ONLY ATTENDED SCHOOL FOR A TOTAL OF 15 DAYS DURING THE COURSE OF THE YEAR. FURTHERMORE, WELFARE AGENCIES CANNOT HELP IN IDENTIFYING THESE CHILDREN SINCE THE HAITIANS AVOID SEEKING ASSISTANCE. MOST PARENTS WILL WORK AT TWO OR THREE DIFFERENT JOBS RATHER THAN SEEK ANY ASSISTANCE FROM GOVERNMENTAL AGENCIES.

AT A RECENT CONFERENCE HELD BY HAITIAN COMMUNITY LEADERS, IT WAS STATED THAT OVER 400,000 HAITIANS WERE CURRENTLY RESIDING IN THE UNITED STATES, WITH AN ESTIMATE 300,000 RESIDING IN THE GREATER NEW YORK METROPOLITAN AREA WHICH, OF COURSE, INCLUDES NEW JERSEY'S ESSEX COUNTY. THIS POPULATION IS VERY MOBILE, MAKING IDENTIFICATION OF SCHOOL-AGE CHILDREN PARTICULARLY DIFFICULT. A DEFINITE PATTERN FOR THIS MOBILITY HAS BEEN IDENTIFIED HOWEVER, WITH A ROUTE THAT RUNS FROM ESSEX COUNTY, NEW YORK CITY TO BOSTON AND BACK TO NEW JERSEY.

FIVE MAJOR EDUCATIONAL PROBLEMS HAVE BEEN GENERATED BY THE RELOCATION OF CUBANS AND HAITIANS IN OUR STATE. FIRST, THE STUDENTS BRING NO EDUCATIONAL RECORDS WITH THEM. TO PLACE STUDENTS, DISTRICTS HAVE BEEN USING INFORMATION OBTAINED FROM STUDENTS THEMSELVES, THEIR PARENTS, OR FRIENDS AND RELATIVES. SECOND, AN INCREASE IN THE NUMBER OF STUDENTS MAY NECESSITATE AN INCREASE IN THE NUMBER OF TEACHERS. THIRD, THE STUDENTS' SPECIAL LINGUISTIC, CULTURAL AND EMOTIONAL NEEDS MUST BE TAKEN INTO ACCOUNT THROUGH THEIR PLACEMENT IN BILINGUAL PROGRAMS WHICH WOULD ALSO INCLUDE

ENGLISH-AS-A-SECOND-LANGUAGE (ESL) INSTRUCTION AS WELL AS AN ORIENTATION TO THE AMERICAN SCHOOL SYSTEM AND CULTURE. FOURTH, ADDITIONAL SUPPORT SERVICES MUST BE PROVIDED FOR THESE STUDENTS, SUCH AS: NUTRITIONAL PROGRAMS TO PROVIDE THEM WITH A NUTRITIOUS BREAKFAST AND LUNCH, AND VISUAL, AUDITORY, DENTAL, AS WELL AS PSYCHOLOGICAL SCREENING AND COUNSELING. FIFTH, ABOUT 5 PERCENT OF THE NEWLY-ARRIVED CUBAN STUDENTS DO NOT HAVE ANY IMMUNIZATION RECORDS AND MUST BE IMMUNIZED IMMEDIATELY. IT IS ESTIMATED THAT AN EVEN GREATER NUMBER OF HAITIANS WILL NEED IMMUNIZATION.

NEW JERSEY HAS ALREADY PROVIDED $46,000 IN EMERGENCY AID STATE FUNDS FOR THE SUMMER EDUCATIONAL PROGRAM FOR THE CUBAN REFUGEES TO THE FOLLOWING SCHOOL DISTRICTS:

UNION CITY	$38,100
WEST NEW YORK	$ 3,000
ELIZABETH	$ 5,500

THE CUBAN REFUGEE AID SECTION OF P.L. 874 PROVIDED THE FOLLOWING AMOUNTS FOR FY '79 AND FY '80:

	FY '79	FY '80
UNION CITY	$655,630	$334,387
WEST NEW YORK	$547,410	$320,495

THE REDUCTION WAS DUE TO THE DECREASE IN AVERAGE DAILY ATTENDANCE AND THE PERCENTAGE OF LOCAL CONTRIBUTION RATE PAID.

THIS AID HAS BEEN ELIMINATED BY THE PRESIDENT FROM HIS 1981 BUDGET.

THE FOLLOWING TABLE INDICATES THE FINANCIAL IMPACT OF THE ARRIVING CUBANS AND HAITIANS.

1980-81 State Aid Impact on Arriving Cuban and Haitian Children

City, State and Area	Code	Direct Services	Refugee Impaction	Increased Assistance	Percent Change	Per Pupil Amount	Estimated Children
		$	$	$		$	
[illegible]	1000	30421823	9131579	3807736	24119425	27389825	3,952.0
[illegible]	1000	10678695	11163054	4943160	5729290	8388810	3,952.0
[illegible]	700	42014749	42364127	3496629	260467	6241331	2236.4
[illegible]	400	7587794	7789606	201831	1811487	3209295	1,790.7
[illegible]	300	1582814	749061	196747	53960	1177249	659.4
[illegible]	500	3671764	3764012	192248	3581112	4965390	1,790.7
[illegible]	500	27423972	27830935	406963	5906629	7208332	1,790.60
[illegible]	900	13175402	13946907	760405	5230654	7241712	3,952.4
[illegible]	500	2761366	2972290	130845	618032	954784	959.6
[illegible]	500	5736465	5781114	34949	28118	32232	2,394
[illegible]	400	2674314	2778552	141124	109296	2,348	1,352
[illegible]	00	5031755	5320472	2,715	12021	1126772	2,952
[illegible]	00	5972367	6176823	159314	230795	1156627	1,352
[illegible]	500	42689962	42891606	201603	233615	350967	1,352
[illegible]	200	5710833	5862752	151920	2481936	3332140	1,394
TOTAL	1,500	330428194	336569125	3692931	21388472	31955772	3,952.0

Increased Impact Aid 36,929,31

Increased Impact Aid 3,952.0

Total Increase 40,881,931

IMPACT ON SPECIAL EDUCATION

IN THE AREA OF SPECIAL EDUCATION, A SIGNIFICANT IMPACT ON PROGRAMS AND RELATED SERVICES IS ANTICIPATED.

INCREASES IN THE NUMBER OF REFERRALS TO CHILD STUDY TEAMS FOR DIAGNOSTIC EVALUATION CAN BE EXPECTED. IN ADDITION, REFERRAL FOR OUTSIDE EVALUATIONS, SUCH AS PSYCHIATRIC EXAMINATIONS, CAN ALSO BE PREDICTED BECAUSE OF THE EMOTIONAL TRAUMA ASSOCIATED WITH COMMUNITY AND SOCIAL READJUSTMENT.

SINCE ALL FORMAL REFERRALS TO CHILD STUDY TEAMS MUST BE COMPLETED WITHIN SIXTY CALENDAR DAYS, IN ACCORDANCE WITH STATE LAW, ANY SIGNIFICANT INCREASE IN REFERRALS WITHOUT THE EMPLOYMENT OF ADDITIONAL CHILD STUDY TEAM MEMBERS WOULD LEAD TO A REFERRAL BACKLOG AND THUS CAUSE LOCAL SCHOOL DISTRICTS TO BE IN NON-COMPLIANCE WITH THE NEW JERSEY ADMINISTRATIVE CODE.

THE GREATEST IMPACT WILL OCCUR IN THE AREA OF SPECIAL EDUCATIONAL PROGRAMS AND RELATED SERVICES. IF, OF THE PUPILS REFERRED TO CHILD STUDY TEAMS FOR DIAGNOSTIC EVALUATION, 40% IS CLASSIFIED AS EDUCATIONALLY HANDICAPPED, SPECIAL EDUCATION PROGRAMS AND RELATED SERVICE ALTERNATIVES WILL HAVE TO BE SIGNIFICANTLY INCREASED.

IMPACT ON TITLE I

NEW JERSEY HAS LED MANY STATES IN THE PROGRESSIVE IMPLEMENTATION OF BILINGUAL EDUCATION. THE STATE TITLE I OFFICE HAS COORDINATED EFFORTS WITH THE STATE BUREAU OF BILINGUAL EDUCATION

TO ENSURE THAT STUDENTS OF LIMITED ENGLISH PROFICIENCY (LEP) WITH IDENTIFIED EDUCATION DISADVANTAGES ARE PART OF THE TITLE I PROGRAM. TITLE I SERVICES ARE ALWAYS SUPPLEMENTAL AND ARE AVAILABLE TO THOSE STUDENTS ENROLLED IN BILINGUAL/ESL PROGRAMS. THESE TITLE I SERVICES INCLUDE SUPPLEMENTAL ENGLISH AS A SECOND LANGUAGE (ESL), COMMUNICATIONS (LANGUAGE, ARTS, READING) AND/OR COMPUTATIONAL SKILLS DESIGNED TO MEET THE EDUCATIONAL NEEDS OF LEP STUDENTS.

THE 1980-81 FISCAL YEAR FINDS NEW JERSEY WITH AN OVERALL CUT OF TWO MILLION DOLLARS IN THE TITLE I BASIC GRANTS WHILE AT THE SAME TIME THE NUMBERS OF CUBAN AND HAITIAN STUDENTS HAVE INCREASED. THESE STUDENTS ENTERING SCHOOL IN SEPTEMBER WILL MOST LIKELY HAVE EDUCATIONAL DEPRIVATIONS MUCH GREATER THAN MANY STUDENTS ALREADY ENROLLED IN TITLE I PROGRAMS. THE SCHOOL DISTRICTS THAT WILL BE GREATLY IMPACTED BY THESE NEW STUDENTS HAVE ALREADY PLANNED THEIR TITLE I PROGRAMS BASED ON THE EDUCATIONAL NEEDS IDENTIFIED THROUGH SPRING TESTING.

IMPACT ON ADULT EDUCATION

FOR IMMIGRANTS FROM NON-ENGLISH SPEAKING COUNTRIES, LANGUAGE IS A CRITICAL FACTOR IN SUCCESSFUL ADAPTATION TO LIFE IN THE UNITED STATES. WITHOUT KNOWLEDGE OF ENGLISH, THE REFUGEE OR IMMIGRANT IS RESTRICTED TO MENIAL JOBS AND HAMPERED IN CARRYING OUT EVEN THE MOST ELEMENTARY DAILY TRANSACTIONS.

DURING FY 1979, NEW JERSEY'S ADULT SCHOOLS PROVIDED INSTRUCTION IN ENGLISH-AS-A-SECOND-LANGUAGE TO APPROXIMATELY 20,000 ADULTS. WHEN WE CONSIDER, HOWEVER, THAT NEW JERSEY RANKS AMONG THE TOP SIX STATES IN THE NATION IN THE NUMBER OF IMMIGRANTS,

WITH APPROXIMATELY 25,000 IMMIGRANTS PER YEAR CHOOSING TO RESIDE IN THE STATE, IT IS OBVIOUS THAT SERVICES NOW AVAILABLE ARE NOT EVEN SUFFICIENT TO MEET CURRENT NEEDS LET ALONE THE INTENSIFIED NEEDS GENERATED BY THE UNANTICIPATED NEEDS OF THE IMMIGRANTS. ADULT SCHOOLS PROVIDING ENGLISH LANGUAGE INSTRUCTION REPORT WAITING LISTS IN THE HUNDREDS.

COUPLE THESE STATISTICS WITH THE FACT THAT NO INCREASES HAVE BEEN MADE ON EITHER THE STATE OR FEDERAL LEVEL FOR ADULT EDUCATION FOR FY 1981, AND THE EFFECT OF AN ADDITIONAL 10 to 15,000 INDIVIDUALS WHO NEED LANGUAGE INSTRUCTION CAN BE HORRENDOUS, PARTICULARLY WHEN THE INDIVIDUALS TEND TO LOCATE IN A SMALL AREA OF THE STATE.

IN ADDITION, EXPERIENCE WITH INDOCHINESE REFUGEES OVER THE LAST FIVE YEARS HAS DEMONSTRATED THAT AFTER THE INITIAL EUPHORIA ARISING FROM RESETTLEMENT, REFUGEES ARE OFTEN SUBJECT TO A VARIETY OF PSYCHOLOGICAL PROBLEMS RESULTING PARTIALLY FROM THE FRUSTRATIONS INVOLVED IN ADJUSTING TO A NEW SOCIETY.

COMPREHENSIVE PROGRAMS COMBINING EDUCATIONAL AND SOCIAL SERVICES CAN PROVIDE THE SUPPORT AND SKILLS NEEDED BY REFUGEES DURING THE INITIAL STAGES OF RESETTLEMENT SO THAT ADJUSTMENT PROCEEDS SMOOTHLY AND THE REFUGEES BECOME SELF-SUFFICIENT, CONTRIBUTING MEMBERS OF SOCIETY. HOWEVER, IF RESOURCES ARE NOT USED TO PROVIDE THESE SERVICES NOW, THE COMING YEARS MAY SHOW THAT EVEN GREATER AMOUNTS WILL BE NEEDED TO TRY TO CORRECT PROBLEMS THAT COULD HAVE BEEN PREVENTED.

IMPACT ON FINANCIAL STATUS

UNDER THE NEW JERSEY PUBLIC SCHOOL EDUCATION ACT OF 1975, 607 NEW JERSEY SCHOOL DISTRICTS WILL RECEIVE OVER $1.6 BILLION IN STATE AID FOR FY '81.

WITH ALL FORMS OF STATE AID COMBINED, THE STATE PAYS ABOUT 40% OF THE TOTAL COST OF PUBLIC ELEMENTARY AND SECONDARY EDUCATION IN NEW JERSEY. THIS CONTRASTS WITH ABOUT 28% PRIOR TO PASSAGE OF THE PUBLIC SCHOOL EDUCATION ACT OF 1975. THE ACTUAL PERCENTAGE OF STATE AID DISTRICTS RECEIVE VARIES FROM LESS THAN 5% TO ALMOST 90%.

THIS YEAR, THE NEW JERSEY STATE BUDGET FOR EDUCATION IS $1.4 BILLION. OUR BUDGETS ARE ALREADY SET FOR NEXT YEAR AND WE CANNOT LEGALLY PROVIDE THE MONIES REQUIRED FOR UNANTICIPATED SERVICES. TAXES HAVE BEEN LEVIED AND AVAILABLE SURPLUSES HAVE BEEN SHARPLY REDUCED. THUS, THE ARRIVAL OF CUBAN AND HAITIAN PUPILS IMPOSES A SEVERE RESTRICTION ON THEIR RECEIVING A THOROUGH AND EFFICIENT EDUCATION.

OUR SCHOOL DISTRICTS RECEIVE THEIR STATE AID BASED ON THE ENROLLMENT OF THE PREVIOUS SCHOOL YEAR. OBVIOUSLY, SINCE THESE STUDENTS WERE NOT ON THE ROLLS LAST SEPTEMBER 30TH WHEN STATE AID CALCULATIONS WERE MADE, THERE IS NOT ONE CENT IN THE BUDGET TO COVER THE EXPENSE OF EDUCATING THEM. TO MAKE THE SITUATION WORSE, THESE DISTRICTS ARE AFFECTED DOUBLY: NOT ONLY WILL THEY NOT RECEIVE ANY STATE AID FOR THESE CHILDREN, BUT THEY WILL RECEIVE NO AID UNDER TITLE I, TITLE 6 OF ESEA. AND, I MIGHT ADD,

67-162 O - 80 - 8

THIS OCCURS AT A TIME WHEN NEW JERSEY FACES A TWO MILLION DOLLAR CUT IN TITLE I BECAUSE OF OTHER MANIPULATIONS IN THE CALCULATION OF FEDERAL AID TO EDUCATION.

ALTHOUGH WE HAVE WELCOMED THESE CHILDREN INTO OUR SCHOOLS AND HAVE TRIED TO MAKE THEIR READJUSTMENT TO A NEW LIFE AS TROUBLE FREE AS POSSIBLE, WE KNOW THAT THEY NEED MANY SPECIAL SERVICES. THEY BRING NO RECORDS WITH THEM. SOME ARE NOT IMMUNIZED. THEY DO NOT UNDERSTAND OUR WAYS. WE HAVE HAD REPORTS, FROM TEACHERS, OF CONFUSED LITTLE CHILDREN CRYING IN CLASS BECAUSE THEY ARE NOT SURE OF THEIR SURROUNDINGS. SOME CLASSROOMS NOW HAVE UP TO 46 CHILDREN IN ONE CLASS - AN IMPOSSIBLE TEACHING SITUATION! IN SEPTEMBER, WE PREDICT THAT WHEN THOUSANDS OF NEW CHILDREN WHO CAME FROM CUBA AND HAITIA COME TO OUR SCHOOLS, THERE WILL NOT BE ENOUGH TEACHERS IN THOSE DISTRICTS. DISTRICTS SIMPLY CANNOT OFFER CONTRACTS TO TEACHERS UNLESS THERE IS SOME ASSURANCE THAT ADDITIONAL FEDERAL AID WILL BE FORTHCOMING TO PAY FOR THESE SALARIES AND RELATED COSTS. WE REALIZE THAT MANY OTHER SOCIAL AND WELFARE PROBLEMS FACE OUR MUNICIPALITIES BECAUSE OF THIS INFLUX; AND WE HOPE THAT CONGRESS, RECOGNIZING THESE NEEDS, WILL PROVIDE FUNDING AUTHORIZATION TO MEET THEM. WE KNOW, HOWEVER, THAT UNLESS THERE IS A SPECIFIC AUTHORIZATION FOR EDUCATIONAL FUNDING BY CONGRESS, THERE WILL BE HAVOC IN SOME ALREADY OVERBURDENED URBAN SCHOOL DISTRICTS IN NEW JERSEY. THEREFORE, WE URGE YOU TO ACT QUICKLY ON H.R. 7423 BECAUSE THE EDUCATION OF THESE CHILDREN CANNOT WAIT.

Chairman PERKINS. Thank you for a very good statement. Mr. Stack.

Mr. STACK. May I ask——

Chairman PERKINS. Let me ask first, do we have any others on the panel that want to make a statement? If we have, let's hear the other two that want to make a statement at this time.

STATEMENT OF ROBERT MENENDEZ, SECRETARY, UNION CITY, N.J., BOARD OF EDUCATION

Mr. MENENDEZ. Thank you, Mr. Chairman. My name is Robert Menendez. As an American of Cuban descent I am honored to present testimony to the committee on behalf of the Union City school system where I was once a student and of which I am presently the secretary of the board of education.

At this moment that I am speaking, over 400 new Cuban students are participating in a summer program designed to help them be introduced to intensive English language and culture classes.

Union City's total school population is slightly over 8,000 students of which 50 percent are of Cuban descent. These new students present a 4-percent increase in our overall school population which is significant in view of the fact that those registrations took place in the last 2 weeks of the regular school year.

While no exact figures are available from any agency at this moment, based upon the number of students already registered and the numbers identified by family sponsors in our community, we expect in September to register conservatively over 1,000 new students as a direct result of this latest immigration. This will represent a 13-percent increase in our overall student population.

That figure cannot take into account what the need might be for special services for children who might be handicapped or need remedial assistance or bilingual assistance as per law. Preliminary screening indicates a greater percentage of problems in these areas than of the previous Cuban immigration.

The Union City 1980–81 annual school budget is $21,380,114.80 bringing the cost of educating the average student to approximately $2,627.83. The local tax contribution to that school budget is 32 percent of the total municipal budget.

If we take this figure and multiply it only by the number of new students presently registered the added amount of money needed to educate these newly arrived children will be $1,051,132. If we multiply it by the conservative figure of 1,000 new students we expect in September, the figure is $2,627,830.

Considering the fact that school budgets in New Jersey were adopted in March 1980, before any inkling of the present immigration took place and that under New Jersey law a school budget can only be amended by using surplus moneys, which we do not have or adding new revenues which we cannot anticipate at the moment, the situation is disastrous to say the least.

For those who might argue that those are not true costs, as you can increase class sizes therefore bringing your cost per pupil down, I would answer that that is true except for the fact that Union City schools are already overcrowded. We cannot consider increasing our classroom size any more without creating irrevoca-

ble educational harm to our students and violating many affirmative action and civil rights edicts issued by the State and Federal Government.

My statements are particularly true in view of the fact that due to economic difficulties the board of education has consolidated 20 classes in its effort to meet the financial crunch all cities and schools in our area are facing.

A major part of these economic difficulties has been the constant reduction of Federal impact moneys the communities of Union City and West New York had been receiving. Our most recent entitlement is $306,429 down from a high in 1975 of $1,152,678.

These funds were provided by this same committee through the foresight of Chairman Perkins and the rest of the legislators in response to a delegation of officials headed by Mayor William V. Musto, school officials and school children in the late 1960's.

The committee at that time recognized the fact that the 7,000 or so Cuban students who came to Union City was an impact which the Federal Government had created and which were unforeseen and fiscally impossible to be borne by the local municipalities. If anything, the current immigration of Cubans accentuates the urgency and need not for the extinction of such assistance but its maintenance and increase.

We must also keep in mind that while the potential expenditures of $2.5 million may not sound a lot to those who deal in much greater numbers, to Union City the most densely populated city per square mile in the United States with a $70 per $1,000 of assessment tax rate and a 10-percent unemployment rate, the amount can help make or break not only our fiscal integrity and ability to provide city services but our ability to persuade middle-class families to remain in Union City's urban overburdened tax base setting and overcrowded schools.

Mayor William V. Musto and the North Hudson Council of Mayors composed of the seven member cities, have told us that the same skyrocketing tax rates of at least over $10 more per 1,000 of assessment holds true for all of the north Hudson communities.

Should the Federal Government not understand the need to provide assistance then we in Union City can expect an exodus of our middle-class families whose density factor is alarmingly high and in which they must carry the burden of a particularly high tax rate while having their children attend overcrowded schools.

While I am sure that the committee is a guardian of an equal and quality education for all children in our great Nation and while I can assure them that we in Union City are also dedicated to that task, the fact remains that the promise of an equality and quality education will stand hollow without Federal assistance at this particular time and for this particular problem.

Therefore, we are also in favor of the amendment.

[Attachment to the prepared statement of Robert Menendez follows:]

Attachment to Prepared statement of
Robert Menendez, secretary, Union
City, New Jersey

Union City's school problems resulting from this current influx of Cuban refugees are indicators of what the rest of the North Hudson communities will face.

Besides the information presented in oral testimony there are other severe problems to be faced when schools open in September.

Classroom space is at a premium in all schools. Most of Union City's school building are over fifty years old, their design antiquated and maintenance becomes more and more difficult.

The fact is that the school system never anticipated its present school population as is evidenced by the fact that the city's two high schools which were built for 700 to 800 students respectively, hold close to 1,500 a piece. Such a need was addressed by renovations and additions to the two schools costing about $7,500,000. However, should there be a considerable increase in the secondary enrollment we will be back to point zero.

The current refugees are in great need of social services as is demonstrated by the 1,260 client visits the North Hudson Community Action Corp. has had by Cuban refugees seeking information and assistance not to mention the 325 new cases added to the Union City Welfare office, booking them into October 10, 1980, for intake cases. This case load almost doubles the normal load of 175 cases per month and could at this point and time enlarge the monthly welfare payments from $17,000 a month to $51,000 a month.

These needs cut across all ofthe social service program. As an example of this the Union City Board of Education in conjuction with the Union City Health Department is conducting physical examinations, dental inspections, blood pressure, T.B. testing, hearing, sight and urine screening and immunization.

Housing is a great problem with a .05% vacancy rate and a large amount of sponsor not living up to their obligations, many Cuban refugees are finding themselves without shelter.

All of these problems permeate the North Hudson communities as they attempt to cope with the current massive and unexpected immigration.

All of these problems directly relate to the school's ability to provide for the childrens educational welfare. As the problems increase so the difficulties facing the education of such children.

Transitional Bilingual Education in Union City

Introduction

Union City, New Jersey is a community of over 65,000 inhabitants located north of Jersey City in Hudson County. Over the past 20 years, the community has changed dramatically from a typical native-born American blue collar city to an overwhelmingly Hispanic community. The change began in the early sixties with the Cuban exiles arriving in large numbers. Now the majority of immigrants are from Puerto Rico and South America; but the problems basically remain the same, acquisition of English and "making it" in an alien society.

Of the approximately 8,078 students enrolled in the Public School system of Union City in 1979-80, 82% or over 6,500 are from non-English speaking homes. That is, the first language of the home is not English. In order to assure all children receive equal educational opportunities, the Union City Board of Education has adopted and supports a transitional Bilingual/ESL program in all its public schools. There are more than 2,300 students in the Bilingual/ESL program.

Testing and Placement

All non-native English speaking students (as well as native English speaking students) are administered the C.A.T. (the California Achievement Test) which measures a student's reading ability in English. The results are then given a grade correspondence (e.g. first grade, second grade, etc.) Native students who are below grade average are given remedial help in various programs such as State Compensatory Education (S.C.E.) or Title I Remedial Reading. Non-native students who fall below the cut-off norms on the C.A.T. are given a second exam, the Union City English Language Proficiency Test (UCELPT). Approximately half of these students are placed in the Union City transitional Bilingual/ESL program, according to the Bilingual Education Act of 1975.

The Bilingual/ESL Program

Elementary Schools

Elementary students who speak little or no English are placed in level one. By law they must receive thirty minutes of ESL (English as a Second Language) daily and thirty minutes of instruction in the native language (in our case, Spanish). The other subject areas must be taught bilingually (that is, Spanish and/or English) by a bilingually certified teacher. Students also have thirty minutes of English reading. A unique feature of Union City's Bilingual/ESL program is that seventh and eighth grade students receive, whenever possible, forty minutes of ESL & forty minutes of English reading as requested by the Bilingual Parental Advisory Council of Union City.

The second level is designed for students who already speak some English, but who are not ready for placement in a monolingual English classroom. The program of instruction remains basically the same as that of a level one student except that the language of instruction in the subject areas is now basically English although the teacher is bilingual and bilingually certified so as to ease the child's transition into full time instruction in English.

Level three is known as the Advanced Bilingual Program and serves as a mainstreaming level. Now all instruction is in English (with the exception of those students enrolled in the Spanish as a Native Language class). Students in this level speak English. The difficulty remains in the areas of reading and writing English. Teachers in this level are either bilingually certified or they are certified in English as a Second Language. All classroom teachers must also have a regular elementary certificate.

At the end of each academic year, students are administered the post UCELPT. They are then assigned their new levels for the next school year or test out of the program completely. The results of the 1978-79 program show that most elementary students spend two years in advancing through the three levels of the program. There are approximate 1400 elementary students enrolled in the Bilingual/ESL program for the year 1979-80. They are serviced by 40 bilingual teachers* and 22 ESL teachers.

Types of Elementary Programs

There are two types of bilingual programs in the elementary schools. The vast majority of the students are enrolled in self-contained bilingual classes. This is program as described in the previous section. The other type of program is called Pull Out Bilingual. Approximately 15% of the students are enrolled in these programs. Students spend most of their time in a regular monolingual English-speaking classroom. Each day they are taken as a group for ESL and/or bilingual instruction. The bilingual teacher previews class content with the LESA students at the beginning of each week and reviews the work at the end.

The ESL Program has three different approaches. One is for the ESL teacher to enter the bilingual class and take the whole group at once. Another approach is team teaching in which the ESL teacher remains in the class the entire day. This approach is basically used in Kindergarten and/or first grades; it's new this year at Roosevelt school, Hudson school and Robert Waters school. The third and most common approach is Pull-Out. In this approach the ESL teacher takes small groups of students out of the bilingual class to another room.

* - Seven of the 34 bilingual teachers also have ESL certification.

High School Programs

The level one (A-B) high school program parallels the level one elementary program in subject areas, content, teacher certification, and English speaking ability of the students. The two principal differences are that the periods are forty minutes each and the students have more choice within the subject areas. For example, a ninth grade math student may choose between Math 1 and Algebra 1. There are approximately 250 students in this level.

The level two (C-D) program is known as the Advanced Language Acquisition Program. It also parallels the elementary level two program described in a previous section. There are approximately 250 students in this level.

The level three program (E students) is again the mainstreaming program. Aside from having an ESL certified English teacher, the choice of courses is left entirely up to the students. The English for Today program accomodates most E level ESL students although they are free to enroll in other English sections. Both Union Hill and Emerson have large numbers of ESL certified subject area teachers so that a student who enrolls in Algebra 1, for example, is guaranteed a teacher with expertise in Math skills and second language acquisition skills. Level three students and non-bilingual students mix freely at this level so the student transfers easily to a monolingual English atmosphere. This program is completely financed by Union City Board of Education funds.

The total number of high school participants is over 400. They are serviced by 23 secondary bilingual teachers, 36 ESL teachers, (which includes ESL Reading and ESL English) and 17 ESL subject area teachers.

Fred Carrigg, Coordinator of
Bilingual/ESL Programs
Union City Public Schools
1980

Chairman PERKINS. Does anyone else on this panel want to make a statement?

STATEMENT OF CARL RAPARELLI, SUPERINTENDENT OF SCHOOLS, WEST NEW YORK, N.J.

Mr. RAPARELLI. Mr. Chairman, I am Carl Raparelli, superintendent of schools in West New York, N.J. I would only like to make a brief oral statement because I believe our written statement——

Chairman PERKINS. Without objection, all prepared statements will be inserted in the record.

Mr. RAPARELLI. Before I commence, I would like to say that approximately 8 years ago we came before your committee and you were most helpful to our districts. For that we thank you.

Mr. Chairman, like everyone else here before you, we have problems. Our problems are of providing basic educational needs for young people who do not speak English and their best hope of becoming productive adults in our society lies in the schools.

Today our concerns are paramount and we must cope with this anticipated situation but our fear is that we do not have the financial resources to do this and to meet these challenges that we anticipate.

I am really concerned about the figures and statistics prepared by Ms. Cathryn Havrilesky, assistant commissioner of education, as to the numbers of students that may or are coming into our school system. I speak honestly. We do not have the staffing levels to meet these demands. We cannot teach these students without an increase in staff, and increase in staff, as you well know, requires money.

I think therein lies the basis of our problem. It is difficult to come before a committee representing the Congress and the Federal Government and beg for money but believe me we do need help to meet the needs of these students.

Also I would like to actually thank Mr. Stack for his interpretation of students. To me, from the educational point of view, whatever you call them, they are still students that come into our schools and do not speak English and we need help.

Thank you very much.

[Prepared statement of Carl Raparelli follows:]

BOARD OF EDUCATION
WEST NEW YORK
NEW JERSEY 07093
Office: 100 - 51st Street
201-330-1000

CARL RAPARELLI
SUPERINTENDENT OF SCHOOLS

June 30, 1980

STATEMENT ON THE IMPACT OF CUBAN REFUGEES

WEST NEW YORK SCHOOL SYSTEM, WEST NEW YORK, NEW JERSEY

The Board of Education of West New York, New Jersey, respectfully requests that you consider the following fiscal, educational, and philosophical information contained herein while making important decisions and/or recommendations that would influence our school system and others similar to it in either a positive or negative way.

Once again it is important to briefly review the background of the problem of refugee students who came into our school community starting in the early sixties.

In 1963 and the ensuing two or three years thereafter, the school system of West New York increased by leaps and bounds because of the extremely heavy migration of Cuban refugees into the North Hudson County area and in particular West New York. The increased number of students created an unforeseen situation which had to be dealt with in the most expedient and educationally correct manner possible at that time.

The Board of Education, recognizing its responsibilities to the pupils (both English and non-English speaking) of its district, hired approximately 20 additional staff members who were bilingual/bicultural to deal with this problem and instituted an outstanding and educationally productive ESL program. The Board during these years was fiscally able to meet these requirements because the community was at that time able to increase ratables via taxation without causing real severe hardships upon the community.

With the advent of federal dollars and legislative changes evolving into the programs of bilingual education, our district has been capable of maintaining an educational level and meeting the needs and demands of our students.

Today we must also consider the yet-to-be defined but nevertheless apparent problem of still more refugees into our school system and many of these, from early indications, would require many more specialized services than their predecessors of a decade or so ago. This coupled with the factors of increasing costs in all areas of education will amount to, in many ways, a situation that, if there is no relief forthcoming, would rapidly decrease our educational levels of accomplishment and the elimination of many needed courses from our curricula. Suffice to say that in this day and age we,

pages tightly bound

like many other urban districts, do not indulge in educational experimentation but rather have always tended to be traditional in our approach to education; therefore, any reductions to our program would adversely affect students both English and non-English speaking.

It must be understood that as a result of this heavy migration our district was transformed from one of declining enrollment to an expanding one. In 1965 we had a professional staff of 262 persons; presently we have a professional staff of 410 persons of which 22 are solely involved in classroom teaching of non-English speaking pupils, and also on our staff we have approximately 40-50 persons who are bilingual (Spanish and English). Because of this increase in students, the Board of Education has of necessity also increased its supportive services in all areas, i.e., custodial staff, maintenance staff, school health services, special services (Child Study Team-Special Education), transportation costs, clerical personnel and attendance officers.

Our present enrollment figures are as follows:

	Citizen	Non-Citizen	Total
Cubans	424	2273	2697
Puerto Ricans	606		606
(South Americans (Central Americans	1042	967	2009
(Others			
			5312 *

* Out of a total school enrollment of 6610

Present conditions and events that are taking place in all probability will increase our Cuban non-citizen school population by at least 100 students. We have already enrolled 45 of these refugee students and have received numerous inquiries from many, many others that have indicated they will be enrolling in September. Also, we have requested funding for a separate Bilingual/ESL orientation program for the month of August and then we will have an approximate idea of the refugee students involved.

It is conceivable and highly probable that this will necessitate an increase in staff of somewhere between 5-10 teachers or approximately $100,000 to an already strained budget. Presently our per capita costs per pupils are:

Regular Kdg.-8	$1,726
Grades 9-12	1,598
Educable	3,583
Trainable	4,334
Emotionally Dist.	3,731
Soc. Maladjusted	2,062

Needless to say but yet not to be ignored, all the salient features that make up our school population and our economic resources at this time when compared with the 1960's indicate that problems are acute. Statistics reveal that our non-English speaking population is somewhere around 78% and economic factors throughout the land clearly indicate that we, being an urban community, cannot carry this burden alone. Therefore, we must have federal assistance without which we are seriously jeopardizing the education of our pupils.

To this end we respectfully ask that since, when we were capable of doing so, we met all obligations willingly and with the American spirit of providing equal educational opportunity for all, that now, to continue this time-honored American tradition, federal help is a must.

Carl Raparelli
Superintendent of Schools
West New York, N. J.

ANTHONY M. DE FINO

June 30, 1980

Honorable Carl Perkins, Chairman
House Education and Labor Committee
House of Representatives
Washington, D.C. 20515

Dear Mr. Perkins:

I respectfully request that you consider this letter as you review testimony before the House Education and Labor Committee.

It has come to my knowledge that on July 1, 1980, your Committee would be conducting hearings on proposed Bill H.R. 7425 regarding the amending of the Indochina Refugee Children Assistance Act of 1976 to provide for assistance to educational agencies for services provided to Cuban and Haitian refugee children.

The Town of West New York faces a most severe problem. As I am sure you are aware, the Board of Education has received funds commonly referred to as "Cuban Impact Funds." These funds are paid to this community, as well as other similarly situated communities, based upon a formula devised by legislation which recognized the impact upon communities which became the home for Cuban refugees during the 1960's.

In order to insure that children who are Spanish speaking receive the proper education, and in order to insure that the communities which became the repository for persons who fled the persecution and horror of dictatorship, the legislation was passed by Congress.

In 1979, West New York suffered a severe blow, and I am certain that you can well appreciate the overwhelming impact that has been placed upon the West New York Board of Education through the loss of a considerable amount of federal aid under P.L. 81-874. Historically, as indicated above, the school district of West New York has received these needed funds to offset the high percentage of federally connected children of Cuban refugees. The loss of this aid, coupled with N.J. "Cap" law which restricts cost increases to a modest percentage of current expenditures, has created an ongoing emergency

situation as well as an increased tax burden which could be considered confiscatory.

As you are well aware, the Town of West New York is continuing to be a repository for peoples seeking freedom from political fear and persecution. It is our understanding that several hundred persons have already migrated to the Town of West New York due to the recent arrival of Cubans fleeing Cuba. To date, some 25 refugee children have registered in the West New York schools, and it is projected that by the end of the summer some 100 or more young people will be entering classes in the fall. Coupled with the drastic reduction in Cuban Impact Funds, this will impose increased burdens upon our community which can ill afford to suffer losses aside from the fiscal austerity imposed by inflationary economic conditions.

Aid must be provided in order to maintain the fine educational level that we have been able to achieve. West New York cannot be asked to assume the increased burden of an ongoing migration which goes beyond normal instruction and requires specialized teaching techniques and supportive personnel.

I know that West New York represents a small part of this nation, but it represents a Congressional district that needs aid. And I also know that the Committee to whom this letter is addressed is composed of persons of known integrity, intelligence, and decisive action. Please help our town; please help your constituents; and please excuse my not appearing before you personally, but I have no alternative but to make it in the form of a written plea. For you see, West New York is a community of proud, hard-working, honest, decent citizens, but they can ill afford the imposition of an additional tax burden caused by a migration of peoples requiring specialized teaching.

God bless each and every one of you, and I know you will make every effort to help resolve our problem.

Very truly yours,

Anthony M. DeFino
Mayor

pma

Chairman PERKINS. Thank you. Does anybody else want to make a brief statement? If you do, identify yourself.

STATEMENT OF THOMAS HIGHTON, SUPERINTENDENT OF SCHOOLS, UNION CITY, N.J.

Mr. HIGHTON. I am Thomas Highton, superintendent of schools in Union City. I have just a brief statement to talk about the magnitude of the problem. Just 20 years ago Union City was predominantly a blue collar community with a very small percentage of Hispanic people in its community. Today we have 65,000 people of which 75 percent are Hispanic.

Our school system is 82 percent Hispanic. We have received Cuban impact aid in the past. The figures have been drastically cut over the last several years. I view with alarm the statements made by Dr. Bakalis concerning title VII funds because just in the last year our allocation for this year has been cut.

The new group of people that are coming in—we have a summer program—400 new students arrived in 1 week and they have not stopped arriving yet. We can expect well over 1,000 new students to arrive in September.

I could not agree with Mr. Stack more that time for action is right now. The implication for the school system in terms of the services we must provide, as Mr. Menendez so adequately explained—there are other Federal regulations that require that we provide certain services for every student that goes to our school. For the last 5 weeks our school system has been reviewed by civil rights and found to be in compliance with all the Federal laws but I must say it is very, very difficult to adhere to all the laws that the Federal Government requires you to adhere to in terms of providing services.

In the area of pupil services we must provide psychological testing in Spanish, social workers, reports in Spanish, notes home to parents in Spanish, conferences in Spanish. With 82 percent of our student population Hispanic I do not argue with those Federal rules but I do argue with the lack of funds that come to help us meet these rules and regulations.

We have an intensive teacher training program to teach our teachers Spanish, to certify them in English as a second language. We have tenure laws in New Jersey. We just cannot dismiss teachers and make way for bilingual teachers.

We also have in New Jersey a minimum basic skills proficiency test that every student must pass. I ask you, how will the several hundred students that come into our high school in September possibly pass that test that the State of New Jersey says you must pass in order to get your high school diploma?

If we have 3 years with a bilingual student we find that we can truly educate him.

Mr. STACK. Please repeat that.

Mr. HIGHTON. You had mentioned before, Mr. Stack, if we have the students 1 year do we feel we could educate them. I feel and we have proven it statistically that in 3 years if we have the student in our school they can pass any proficiency test that they are requested to take.

We need the 3 years and you need the supportive services. Thank you very much.

Chairman PERKINS. Go ahead.

STATEMENT OF ROBERTA KANARICK, COORDINATOR OF BILINGUAL EDUCATION, ELIZABETH, N.J.

Ms. KANARICK. My name is Roberta Kanarick. I am the coordinator of bilingual education for the Elizabeth Public Schools. I am here representing Rocco Colelli, superintendent of schools. We are in support of amendment 7425 to the Indochinese Childrens Assistance Act.

Elizabeth, an industrial city of approximately 112,000 inhabitants, near Newark Airport, in northern New Jersey, has traditionally served as a port of entry for numerous ethnic groups who have resettled on the U.S. mainland.

Our city has always welcomed people of diverse ethnic and linguistic backgrounds and has attempted to provide meaningful opportunites for them in the school system and in the city in general.

The city of Elizabeth and its public schools are presently being impacted by a large number of Cuban and Haitian refugees. In the past our Cuban population of approximately 25,000 has been productive and industrious.

In order to insure a smooth transition for the approximately 700 refugee students whom we expect by September of this year and because the New Jersey and Elizabeth budgets for 1980–81 are already in place, we require financial assistance from the Federal Government.

Chairman PERKINS. Can I interrupt you a moment. Up until the conference we held in 1974 with the Senate, on the education amendments, our own language, English, was the primary language of instruction among refugees and other groups that could not speak our language in the early grades. But in that conference we more or less yielded to the native language.

Do you feel that we should get back to our own language as the primary language in bilingual education among the youngsters in the schools today? Would you answer that question? Then I will tell you what I have in my mind.

Ms. KANARICK. I believe that—and the school districts support me in this—that the main purpose of a bilingual program is to make our students proficient in the four basic skills of the English language: listening, speaking, reading and writing and we do emphasize that.

Chairman PERKINS. Let me tell you what I witnessed during World War II. I do not know why the Germans did it, whether they thought they were going to occupy America some time, but all those youngsters over there in Germany in the third and fourth, fifth, sixth grade, were speaking fluently the English language besides their own language.

I witnessed that myself in many instances, and I am just wondering if we are not letting the boat leave us by stressing other languages as the primary language and going backward in our own language?

Ms. KANARICK. I know it is the intent of the New Jersey Bilingual Education Act which we have to adhere to in New Jersey to

stress the English language. The native language is used as a transition to the English language while the students are becoming more proficient. This is frequently necessary in various subject areas such as algebra, biology, et cetera.

It would be impossible for a student who knows no English to be plunged into a total——

Chairman PERKINS. I think we made a backward step at that conference in 1974 because up until that time all during the fifties and sixties we stressed our own language as the primary language starting out with youngsters as they enter in school.

And I am just wondering if we should not make sure that we do not ignore our own basic English language. I have seen it done so much in recent years, stressing and spending practically all the funds on their own native languages. It sometimes worries me to see that situation where we are not stressing our own basic language.

That is why I am dwelling on that this morning. Go ahead.

Ms. HAVRILESKY. I understand the problem you raise. Our New Jersey Legislature has continued to press our commissioner to defend our bilingual program. We have conducted studies and do know that our children will achieve in reading and math and English at a more efficient rate if they have had the opportunity to continue learning some of the initial basic concepts in their native language.

Again, responding to our legislature which does not support a maintenance bilingual program but a transitional program, we have conducted a study and have demonstrated to our legislature that on the average if we have a child in a bilingual program for 2½ years they do make the transition out of a bilingual program into primary instructions in the English language. So I think we probably are much in agreement with you conceptually.

I do not see in New Jersey at least that we have reversed and given up on instruction in the native language at all.

Chairman PERKINS. In some areas—I know it is not always true—but in some areas I see we have just gone and made a 180 degree turn. If you want to comment go ahead.

Ms. KANARICK. These new students who have already arrived in Elizabeth and will continue to arrive in Elizabeth will know little or no English and in many cases will also be deficient in basic skills.

In order to become productive members of their school and community, these youngsters must learn to adjust to an extremely different culture, become proficient in the English language and acquire necessary computation and communication skills.

Federal and State legislation require the provision of bilingual education for students of "limited English proficiency;" consequently, the Elizabeth school district's bilingual education program would be adversely affected by a large unexpected and therefore unbudgeted for increase in participants if Federal aid is not forthcoming for September 1 as well as on a continuing basis in the foreseeable future.

At present more than 5,500 of the district's almost 15,000 students, K to 12, have a native language other than English. During the 1979–80 school year more than 1,700 students of "limited Eng-

lish proficiency" were insured equal educational opportunities to a great extent through their participation in our bilingual and English as a second language classes.

As an aside I would like to mention in regard to the chairman's question of before that I stated we have more than 5,500 students with a native language other than English. However, last year we only found it necessary to include 1,700 in our bilingual education program. Therefore, we should assume that the other students had gained proficiency in English.

Youngsters in Grades K to 12 in our 25 schools, representing 30 language groups, received instruction in English as a second language. In addition, students from six language groups also received transitional bilingual instruction in required academic content area; required content area was taught in both the native language and English with a rapid increase in the amount of English used for instruction.

In other words, required content area was taught in both native language and English with the amount of English being used for instruction rapidly increasing.

Moreover, bilingual and English as a second language services were an integral part of our total school operation, for example, classes for the gifted and talented, career and vocational education, guidance services, health services, child study teams and clerical staff as well as a multitude of multicultural and extracurricular activities for the benefit of the entire school population.

The fact that Elizabeth has made a commitment to all language groups that require the services of the bilingual/ESL program attests to our belief that we must effectively teach all our children. At this time of possible crisis we need funding from the Federal Government.

At present approximately 75 students between the ages of 5 and 17 are enrolled in the Elizabeth school district's Cuban resettlement summer program. We expect that number to double before the end of the summer session and to increase between seven and tenfold by September.

Approximately 35 adult refugees are attending the Elizabeth school district's summer daytime adult program. At least 50 additional refugees have requested to attend evening classes which have not been set up because of a lack of funds.

Approximately 300 adult refugees are expected to register for English and adult basic education classes in the fall. Unfortunately, many of them will have to be turned away because of insufficient funds. As a result large numbers of our Cuban and Haitian refugees would find it extremely difficult to survive in their new environment.

The impact of a sudden large increase in the population of our schools, further complicated by the fact that the new entrants will not speak English and in many cases will be deficient in basic skills, will have far-reaching effects on the entire operation of the Elizabeth school district and could unfortunately lead to a chaotic and unconstitutional situation if we do not receive Federal financial assistance.

Chairman PERKINS. Mr. Guarini has entered the chamber. You come around, Mr. Guarini, and sit down with the members here. If

you want to state something at this time, you can come around and make your statement right now. Go ahead.

Mr. Guarini is very much in favor of giving the States some relief.

Mr. GUARINI. I will not make a statement now but I will reserve the right to do so later. I thank you for extending me the invitation. I see some of my constituents here and I am very happy to hear from them and perhaps I can make a statement later.

Chairman PERKINS. Complete your statement then.

Ms. KANARICK. Among the conditions that would probably result with the large impact of refugees in September and without such financial aid from the Federal Government would include the following: One, the Department of Bilingual Education will lack sufficient human and material resources.

Two, other departments within the school system will also be extremely inadequately equipped to satisfactorily accommodate the new arrivals, for example, food services, health, guidance, libraries, career education, et cetera.

Three, the district's compensatory education, title I and special education programs will be oversubscribed if students have to be exited from the bilingual program before they are proficient in English in order to make room for the new arrivals who may be in greater need.

Four, there will be a need to rapidly inservice administrative and instructional staff, students and parents in order to facilitate the smooth transition of the new arrivals.

As a result of national policy almost 1,000 Cuban and Haitian children with very special needs will enter the Elizabeth, N.J., school district. The local community does not have the resources to assume the resulting expenses.

Therefore, we strongly recommend that Congress provide the necessary funds to enable us to guarantee these children and their parents equal educational opportunities and a smooth transition into the school system and city so that they will in fact experience the better life that they hoped to find in the United States.

Chairman PERKINS. Without objection, all the prepared statements will be inserted in the record but do we have another superintendent who wishes to make a statement before the committee?

STATEMENT OF LOUIS ROMANO, SECRETARY OF BUSINESS ADMINISTRATION, WEST NEW YORK SCHOOL SYSTEM

Dr. ROMANO. I am Dr. Louis Romano. I am not the superintendent. I am the secretary of business administration, West New York School System. Our statement has been prepared and will be entered. My remarks are parenthetical.

Only on the basis of what was said here today I would like to say a few things to help clarify the situation and perhaps allow this august body a better understanding of the problem at hand.

The town of West New York faces a most severe problem. I think at this time I should say equally the town of Union City. For the past 2 years we have suffered tremendous cuts in Cuban impact aid.

If you will allow me, in 1978 West New York had received under Public Law 81-874, $779,951. In 1979 this was reduced to $562,437. In 1980 this was further reduced to $320,494 and if I can quote from a report prepared by HEW, it appears that the town of West New York, due to some configuration within the formula, will not be entitled to any moneys in the ensuing year.

What has this meant to our community in the past 2 years? After fixing a tax rate which remained stable for almost a decade, this July 1 the tax rate in the town of West New York is going up $14.38 a thousand. We could not stand any other economic problems.

Come the fall with the advent of additional refugee Cuban students, the cost would become confiscatory. As amply said by Ms. Havrilesky, the State Department budgets have already been fixed. No additional revenues would be forthcoming. One would have to go to the taxpayer for additional funds to run the school system.

This would be chaotic in the town of West New York. I cannot help but point out the mention here I have heard today of the relative cost of education. A regular school student in the town of West New York, to educate that student at the high school level would be $1,598 a year. From K to eight it would be $1728 a year.

Those are not the real numbers because I think we have to appreciate—and I will not get involved in a philosophical discussion on bilingual education—we have to treat a refugee who does not speak the English language as having a language distinction and this language distinction must be treated as a learning disability.

And now if we look at the problem imposed by bilingual education as a learning disability we have a whole series of supportive costs which must be met. We have evaluations. We have individual improvement plans similar to that of special education and if we use the cost of special education as any indicator of what the cost really is for a student in bilingual education, we are now reaching a cost of closer to $4,000 a year per student.

The West New York Board of Education has no choice. Philosophically it wants to educate the child along the lines of the finest educational system that West New York has become and at the same time we have to interface our education along with the governmental programs which are mandated.

Superintendent Highton mentioned it earlier in his remarks. We had mandates by the Federal Government with monitors to make sure that our school district is abiding by the *Lau* v. *Nichols* decision. The amount of work involved in the individual assessment of a child brings him close to all the assessments that are needed to develop a learning disability program.

These moneys cannot be extracted from the local tax dollar. We have reached our peak. We cannot afford any more tax dollars. It would become chaotic in West New York. How are we to hold people who own property within the community I ask you here today. West New York I am sure endorses this plan by Congressman Stack but I have to say if this is not to the liking of the administration and/or this august body, please give us help in some manner or form before the fall begins. We need your help.

Thank you very much.

Mr. STACK. Thank you, Mr. Chairman.

May I first welcome Mr. Guarini here. I do this because he is a friend, but more importantly because he serves on the Ways and Means Committee, and that means he is going to show us the way and the light in this case to solve our problem. And maybe between Mr. Lehman and Mr. Guarini we will solve this problem.

I would like to target on pupil costs. We are all agreeing that in equity the Federal Government should pick up the costs imposed on the local school district. They caused the problem. Let them pay for it. We must all pay for it. We are all Federal taxpayers but we have to find out what we are really talking about here.

Ms. Havrilesky mentioned that the State of New Jersey would encourage some additional relief. Mr. Menendez said the per-pupil cost in Union City is $2,600 per child, and now Mr. Romano says in West New York the cost is approximately $1,600.

Dr. ROMANO. That is for a regular student. That is for a student who speaks English, not bilingual.

Mr. STACK. I agree with your statement. We are dealing with what amounts to be almost a vocational rehabilitation when you say correctly this is a learning disability. You pointed out it costs $4,000 for this child.

I think we have to get down to the realm of the practical. I would like to know this. Let us say you take a figure of approximately $2,000, which is the figure we used in Dade County, Fla., and if we were to say that you get some State assistance, and you get some Federal assistance, which in our case comes to about 60 percent, the school district woulu pay 40 percent of the per-pupil cost, or $800.

Then in addition we do have the problem you refer to. We estimate in Dade County that special need of orientation and language training, et cetera, of the child who has this learning disability might run as high as $1,000. So, in writing the language of this bill I would like to be as specific as possible and I would like to get to the actual cost that the school district itself must impose on the local taxpayer who you appropriately indicate is already overburdened to the point where he cannot pick up the tab.

Let us say that we were to come up with a base of $800 for the per-pupil cost portion plus an additional figure that we would have to have justified. We will have to write the language to say that every quarter you would have to produce for the Federal Department of Education demonstrated cost of special training in the way of orientation and language, et cetera. Let us say in round numbers $500 per child; if you were not already receiving help from the State and Federal Governments, we would be talking about something in the neighborhood of $1,200 to $1,500. This might be achievable.

I wonder if this would assist the problem of Ms. Havrilesky when she says "Some additional funds." I am not writing this in concrete at the moment, engraving it in stone perhaps. I am trying to get your advice on how we should proceed. We want to help you if you will help us.

Ms. HAVRILESKY. Mr. Stack, I would be happy by Friday of this week to give you a more detailed analysis. What might be helpful

for you today is to realize that the districts about whom we are talking are what we call high need districts.

Our State aid ranges from 5 to 90 percent to carry out the costs of a local educational program.

Mr. STACK. Let's do this. I am going to have to spend the recess, roughly between July 5 and July 20, writing the language that we will go to markup with on the 22d on Tuesday. If you can assist me, any or all of you, in addressing the specifics of this problem in the context to which I just referred, I would very much appreciate it.

I need your help. If you could get that to me through Congressman Guarini we could save time this morning and we could get to the job which we so badly need to do. I must thank you for coming here today. Your testimony has been very helpful and if you will give us some further help in submissions to follow I will certainly appreciate that.

Thank you, Mr. Chairman.

Mr. GOODLING. Ms. Havrilesky, you said in your opening remarks in recent months thousands of Cubans, Haitians, and immigrants have come into New Jersey. Since the flight to the Peruvian Embassy, how many Cuban refugees have come into New Jersey?

Ms. HAVRILESKY. The total number of children is about 850 presently. That is presently, as of Monday morning. We are assuming based on figures that Immigration has given us that there may be three times that number of Cubans since the majority of this influx appeared to be single males without their families.

We only have a figure on the children and we are making other assumptions about the number of adults.

Mr. GOODLING. Are these basically those who are coming to be reunited with families?

Ms. HAVRILESKY. I cannot answer that specifically. We know some children arrived without any adult supervision and they have become a problem which our department of human services is trying to deal with.

Mr. GOODLING. Mr. Menendez, Dr. Bakalis has indicated I believe $1 million has gone to Dade County or is programed for Dade County. I noticed you said you now have 400 students in a summer program. Are you getting any of these funds or have you applied for any of these funds that Dr. Bakalis was talking about?

Mr. MENENDEZ. We have not received any of those funds for that summer program. We did send in an immediate relief application but we have not heard about it. So those funds for the programs we are running are a combination of state department of education grants to us and our own local funds.

Mr. GOODLING. I was hoping he was going to be here because I wanted to remind him that there is Dade County but there is also the rest of the United States which is faced with similar problems, although not nearly as great as theirs.

So is that true of all of you, no one has received any aid that Dr. Bakalis talked about?

Dr. ROMANO. That is right.

Ms. KANARICK. No.

Mr. GOODLING. Have all of the rest of you applied for aid of that nature?

Mr. HIGHTON. Excuse me, I have been in touch with the people in Washington on it concerning extra aid emergency relief. I was told that guidelines would be sent but to this date I have not received any guidelines. I also asked for a reassurance that our new application for title VII funds would be forthcoming and I was not assured that would happen.

At this point there is a big question mark concerning what funds will be coming.

Mr. GOODLING. I am assuming all of you find this the wrong time to be playing around with revenue sharing funds.

Dr. ROMANO. Absolutely.

Mr. GOODLING. I have to get that in for my side of the aisle, of course. I have no other questions.

Mr. GUARINI. Thank you.

It is unfortunate that we have these extraordinary expenses that are going to take place at a time when we are talking about a balanced budget and it goes to show you with all the national emergencies—we have military as well as the refugee problem as well as human resources—that the people want and need, that the realities are that we will not have a balanced budget.

And now we are into a recession and that means the tax revenues will be less and we are going to be in worse shape financially than ever before. I know this is limited but the municipalities are also involved with housing problems and health care problems and food stamp problems and many other areas which are going to be very expensive to the municipality in order to sustain the influx of refugees that they have.

We have been talking in terms always of political asylums. Now people come to our shores for economic purposes and I am wondering what our national policy is. Are we going to be taking all the people from the Caribbean? Are we going to continue taking the people from South America and from the Far East, et cetera? What can we afford and where are we going to stop?

Now the country stands for human rights and for all the fine things that we feel endeared to us in our constitution and the tired and the poor and huddled masses makes a great speech. But underneath all of that we have municipalities that are now being overtaxed and the real estate taxes no longer can bear the burden in these urban areas of the normal problems more than to take extra loads that are put on them and extra strain they have now.

I think that what we are really faced with is not only what the near run solution is but what our national policy is. I do not think we have a well-defined national policy and for this reason we are very much in a muddle. I would like to point out the fact that of the $365 million that was appropriated this year, most of that money was going back to DOT, FBI, and Immigration authorities for the services that they rendered and for the bill they submitted for the freedom flotilla.

I have been informed that only $29 million of it is going back to the municipalities and the local government which is pitifully small. Now we have $100 million additional that just passed a short while ago at the discretion of the President which will go back too in the form of reimbursing at his discretion certain particular areas.

That $100 million I think when you start spreading it out over the next couple of hearings will be hardly sufficient, and it is unfortunate that we cannot have a policy where this is a nationwide problem, where the 50 States have to contribute as a policy and not expect the West New York and Union City and parts of New Jersey, which is the second largest Hispanic area in our country—and of course we all know the heavy weight and the responsibilities and the burdens that Florida is under.

I think it is basically unfair and I would like to see the President come out with a policy that says that these various costs will be a nationwide assumption of 100 percent of the cost. And the question is: How do we make that a reality?

Do you have any idea, Dr. Romano, how many people you anticipate coming into your particular area, not just your city but the area up north which as we know is continuing to be the second largest area because Hispanics want to go where their people are, where their culture is, where they have newspapers and radio stations that they feel at home with.

Do you have any idea how many people you will have up there?

Dr. ROMANO. I would like to refer that to Ms. Havrilesky because she has statistics which I might add are greater than my own anticipations. I think we should use her statistics.

Ms. HAVRILESKY. We have estimated—I say this as a conservative estimate—there will be 6,000 students spread among quite a few school districts including those in your district. The other factor that I mentioned earlier is that we have information as late as Monday that there are some refugees showing up in districts in the southern part of the State which we had not anticipated at all simply because of the overcrowding of housing in Union City and Elizabeth particularly.

And we say that we can tell you that there will be 6,000 students but if there is an influx that begins to go to the southern part of the State, that could in fact be much higher by September 1.

Mr. GUARINI. Let's take your municipality. How much per student does it cost to educate—if you have not covered that—and how much extra does it cost for the bilingual part for Hispanic students?

Ms. HAVRILESKY. I have several districts here. The average per-pupil expenditure is $2,700 but I think as you know the districts about whom we are talking are districts that receive a high amount of State aid in proportion to some of the wealthier districts.

What I would like to do is to provide the committee by Friday with very specific details for each district that has already received students. We are now in the State of New Jersey, in addition to the equalization aid, spending approximately $300 additional for each of the 27,000 bilingual students. And the 27,000 bilingual students were those on the roll last September.

We are now talking about 27 plus at least 6,000 and it is the 6,000 for whom we have neither budgeted equalization aid nor the additional cost factor for bilingual.

Mr. STACK. If Mr. Guarini will yield, I would like to pinpoint this again so that we can come up with more exact figures. If we want to assume a per-pupil cost of $2,700, perhaps with adjustments for

additional cost of special orientation language training and so forth, the thing I would need to have from you would be how much of this normally would be received in the form of State aid?

How much would the school district receive in the State aid and how much from Federal Government so we can get to a net figure and that net figure would be the cost for which we would hope to reimburse the school district. Whether this would be adequate for the coming year is another matter. It may be that you have to have a special assessment in the legislature to address the rest.

The fact is in Florida, for example, we do provide for state aid on a per-pupil basis so that we pick up half the cost of children coming into a school district up to a certain period of time in the school year. I think the shutoff date is February.

This is important for me to have. I think we have to do it on the basis that there may be some initial inequity. We picked up most of the cost or a substantial portion of it but I believe what we do we have to do nationally. The national average per pupil cost is $2,000 approximately.

As I understand it, we will have to address ourselves in those terms and then that will have to be less the amount received from the State government and from the Federal Government to arrive at the net cost to the district. That is what I am really looking for.

I realize this may not be totally adequate but we have to look at realities because we must get legislation through Congress and certainly we do not want to go back to the situation that we heard earlier here today where the Federal Department of Education is talking about giving you $300. Obviously, that is grossly inadequate.

We certainly are not going to go with that. So, I thank the gentleman for yielding.

Mr. GUARINI. What is the tax rate of West New York?

Dr. ROMANO. I do not recall exactly. It is in the eighties but actually the increase for this year over last year was $14.38.

Mr. GUARINI. Is that as a result of the Cuban impact you have now?

Dr. ROMANO. Yes.

Mr. GUARINI. Does that take care of all the problems that you would have that you perceive to be over in 1982 and 1983 or will the problem become more aggravated?

Dr. ROMANO. Could you clarify that? What do you mean by aggravated? If we do not get this money?

Mr. GUARINI. Under your prebudget your tax rate is going to be $14 more.

Dr. ROMANO. Yes.

Mr. GUARINI. With what is happening in your city looking at the realities, does that express the total extent of the fiscal problem that West New York would have?

Dr. ROMANO. In any way?

Mr. GUARINI. Would you elaborate on the plight of West New York, a community of 40 some odd thousand people.

Dr. ROMANO. What has actually happened now due to loss of all sorts of Federal revenues—this has been jointly shared by the town itself as well as the board of education—due to loss of revenues, one has to resort to local tax dollars to pay for those necessary

services that previously were paid for as a part, not entirely, by Federal and/or State moneys.

To make up that difference it has now become the responsibility of the local taxpayer to pick up that tab. That has cost us at this point in time $14.38 more per thousand. Next year with the expectation of increased loss of various aids that number will increase again next year.

That is only based upon what we are talking about today. We are not even looking at the problems imposed by the new migrant arriving.

There is a point that has not been made here today. We are talking in terms of actual current experience per-pupil cost based upon education and we are taking for granted that all the buildings are intact. What you have to remember in the district that we are speaking of, we do have buildings that are in need of renovation and/or rehabilitation should we be required to continue those schools beyond their life expectancy.

So now we are talking about capital outlay moneys that have to be provided for. For example, we have a school that due to declining enrollment which was the projection according to statistical analysis which we might have closed now will have to remain open.

But now that school for it to remain open will require approximately $2 million worth of capital repairs and/or improvements. That money is not even being looked at here. We are talking about current expense money to educate that student.

Mr. GUARINI. What part of the $14 increase is the board of education part?

Dr. ROMANO. I would imagine about $7.50.

Mr. GUARINI. So, it is a little better than half of it.

Dr. ROMANO. Yes.

Mr. GUARINI. Is that the greatest problem expense wise that you will have, the education problem for this impact aid that is needed by the city?

Dr. ROMANO. Money is the problem but I see a problem here with the discussion of how each local school district would be—the term used here would be reimbursed—I think it has to be made clear under State of New Jersey law we cannot operate a program without having money already provided for in the budget and/or committed by the Federal Government.

So, we cannot go in now and assume expenditures hopefully waiting for moneys that will come. We have to have the money before we can spend it.

Mr. GUARINI. Could you state or extrapolate what will happen to West New York if they do not get these kinds of moneys that they need from the Federal Government?

Mr. RAPARELLI. From strictly the school system point of view—this has been said by other members—we would be faced with a situation of cutting back many, many programs and I want to state for the record we are not the type of district that is experimental. We are traditional in our approach to education.

However, we would be faced with cutting back programs, increasing class sizes and frankly we would have to go back perhaps on the old split session method of teaching, having the students come

a half a day with the same teacher and another group comes another half day, which we had to do in the early 1960's.

So, we face the problems of basically not having staff to meet this increased enrollment and the fiscal problem of cutting back programs. We would have to eliminate something to accommodate these students.

Mr. GUARINI. Is the status of West New York such financially that it could fiscally survive if it did not receive adequate aid from the Federal Government?

Mr. RAPARELLI. We would have to survive but the status as far as the school system is concerned is that we would have to alter our approach and eliminate, actually eliminate many of our current programs.

Chairman PERKINS. Mr. Goodling, any further questions?

Mr. GOODLING. No.

Chairman PERKINS. Mr. Stack, any further questions?

Mr. STACK. No.

Chairman PERKINS. Let me thank the entire panel. You have been most helpful to the committee.

Our next panel is Ms. Jean Tufts, president of the National School Boards Association; Mr. Robert Scanlon, secretary of education, Commonwealth of Pennsylvania; and Dr. Caroline Ebel, director of English as a second language, Lancaster-Lebanon Intermediate Unit.

PANEL: JEAN TUFTS, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION; ROBERT SCANLON, SECRETARY OF EDUCATION, COMMONWEALTH OF PENNSYLVANIA; AND DR. CAROLINE EBEL, DIRECTOR OF ENGLISH AS A SECOND LANGUAGE, LANCASTER-LEBANON INTERMEDIATE UNIT

Chairman PERKINS. We will hear first from Mr. Scanlon.

Mr. GUARINI. Dr. Romano, if you and your staff could work directly with Mr. Stack and give him the kind of information and cooperation he needs, we can expedite our handling of this entire problem.

Mr. GOODLING. I want to thank Dr. Scanlon for coming in a hurry one might say. Dr. Scanlon happens to be a very respected secretary of education for the Commonwealth of Pennsylvania and also I want to thank Dr. Ebel for coming.

Congressman Murphy wanted to be here to greet you but unfortunately he is in a Government operations markup. And I apologize for my running in and out but I have another committee marking up across the hall. So when they need a quorum or vote they have to come drag me across.

I do want to welcome my fellow Pennsylvanians to the panel this morning, and I have some questions I would like to ask after the testimony.

Chairman PERKINS. Go ahead.

STATEMENT OF ROBERT SCANLON, SECRETARY OF EDUCATION, COMMONWEALTH OF PENNSYLVANIA

Mr. SCANLON. Good morning. Thank you, Mr. Chairman.

Chairman PERKINS. Without objection, all your prepared statements will be inserted in the record. You may read your statement or summarize it, anyway you want.

Mr. SCANLON. It is pleasant to be in front of your committee again. It has been several years since I have had the opportunity, and I always find that your efforts provide stimulating conversation.

I would like to provide some short remarks about the issue at hand and then focus on four charts we prepared that get to the bottom line which are really the cost questions that have been raised and the implications of those questions.

As you know, during the past months more than 19,000 Cubans have been brought to Pennsylvania and housed at Fort Indiantown Gap. Nearly 13,000 are still there waiting resettlement.

Most of these individuals are men by themselves, 62 percent; 3,412 people are there with members of their families, including children; 758 are unaccompanied women over 18; and 250 are children alone.

The social implications for Pennsylvania are enormous; that was a lesson we learned well during the resettlement of Southeast Asian refugees in 1975 and 1976.

We must also face the fact that times and circumstances are different today than they were 5 years ago. Our citizens, like Americans everywhere, are frustrated by hardships brought on by inflation and recession and are not in a position to shoulder alone the financial burden resulting from decisions they had no role in shaping.

My particular concern is education. Although the Cubans are being resettled daily, the best estimates indicate that there are likely to be 6,000 to 7,000 remaining at Indiantown Gap at the end of the summer. That means to me that a structured education program both for adults and children will be in order to help them adjust to live in this country and move toward becoming productive citizens, a goal I'm sure we all wish to attain as quickly as possible.

Before any education program can be effective it will be necessary to screen both adults and children. If, as is quite probable, there are 200 children remaining at Indiantown Gap in September, the cost of finding out what their educational needs are would be be about $8,600. There would be similar costs for adults, and additional screening costs to spot exceptional children. We project there will be a need for a basic education program for school-age children. If 200 children remain at Indiantown Gap, those costs just for teaching English as a second language and minimum basis subjects could exceed $200,000.

For Cuban children who are resettled and begin school in September in the public schools of Pennsylvania, the additional cost per child to the school district will be about $3,000. Special education for exceptional children will cost an additional $2,000 per child. Basic English skills for adults are likely to cost $30,000 for each 100 persons who remain at Indiantown Gap, less if the adults are settled and can enroll in existing programs.

Chairman PERKINS. Let me interrupt you just a moment. I have some people from my area waiting on me and I hate to disappoint them any longer. But immediately after we return here after the

Republican Convention we are going to mark up this bill, Mr. Stack, and get it on its way. I am going to ask for you to come around and preside at this time.

Let me thank all of you witnesses for your appearance. You have been very helpful. I have read part of your statements and I will read all of your statements.

Mr. STACK [presiding]. Thank you.

Mr. SCANLON [continuing]. As I indicated, the cost of educating these newest comers to America is as enormous as are the social implications of that influx. But it is a cost we must pay if these individuals are to become productive citizens and not new names on already bloated welfare rolls, a fear which I think exists in the minds of many well-intentioned Americans.

We cannot ask the people of Pennsylvania to bear this cost alone. That is just not fair. In a letter last week to President Carter, the Governor of my State, Dick Thornburgh, reminded the President that during the Southeast Asian resettlement Pennsylvanians opened their hearts and their communities to people who had fled the oppression of communism in their native countries. He also said,

> An overwhelming majority of those Vietnamese refugees housed at Indiantown Gap chose to settle permanently in our State. We have supported them and encouraged them with little complaint, for Pennsylvania people are as generous, compassionate and devoted to freedom and human rights as any people in the world.

But this time we need help. Our resources are severely taxed. We face cuts in the amount of Federal money coming to us under the Elementary and Secondary Education Act. General revenue sharing, most of which is used for education in my State, has been slashed and is projected to be eliminated for next year.

President Carter has a proposal which would reimburse States for 75 percent of the cost of special educational programs for Cuban children, but that falls short, in my opinion, by about 25 percent.

Effective public policy must be backed by adequate resources.

I submit for the record and to the members of this committee the attached cost projections for educating Cuban children and adults.

We ask for your encouragement and your financial support in this important effort.

I would be happy to provide you with additional information and aid in your deliberations.

Thank you.

The four charts I have provided for you begin with the first chart that looks at screening costs, just one initial cost, and these data are drawn from our experiences in working with Southeast Asian refugees.

We have listed the screening costs per person in grades K to 12, the cost for adults and the screening costs for special education. The second and third columns are cost per 100 and cost per 200 and cost per 300 people.

In chart 2 we list for you the cost per person. If you look at K-12—basic program—you will note it is $43 per child for screening; then we have the resettled column and an "At Gap" column. We made assumptions of what it would cost if these youngsters were resettled into our community in Pennsylvania versus what it would cost if we ran programs at the Gap.

There are basic limitations, obviously. The "At Gap" program deals with four basic subjects—the 3 R's, primarily, and introduction of English, while "resettlement" cost is full-scale programs that the schools provide.

You will note those costs vary from $3,000 a child if they are resettled, to $1,000 a child if it is run at the Gap.

On chart 3 we have expanded some of the data so you can see for persons who have been resettled the cost to the community of the school district—just resettlement cost—if it is $3,000 per person—which we project for basic programs—the cost per 100, 200 and 300 as well as $80 cost for adults; $2,000 or more for special education and then vocational education.

Then in chart 4, for persons who remain at the Gap, the costs are somewhat less.

This then is the specific data that we would like to submit to this committee for its consideration as you work through the markup of the bill.

Thank you.

[Charts referred to follow:]

CHART 1

Screening Costs

	Per Person	Cost Per 100	Cost Per 200	Cost Per 300
K-12	$43	$4,300	$8,600	$12,900
Adult	$30	$3,000	$6,000	$9,000
Special Ed.	$50	$5,000	$10,000	$15,000

CHART 2

Cost Per Person

	Screening	Resettled	At Gap
K-12 (Basic Program)	$43/child	$3000/child	on location (no transportation cost, 4 basic subjects) $1000/child
Adult (English)	$30/child	40 hrs/person @ $2.00 $80/person (enroll in existing course)	$300/person
Special Ed.	$50/person	15% of student population at $2000 extra per child	15% of student population at $2000 extra per child
Voc. Ed.	----	$25/person/course at a voc tech school	Same, plus transportation $50/person/course

67-162 O - 80 - 10

CHART 3

For Persons Who Have Been Resettled
Cost to Community or School District

	Cost Per Person	Cost Per 100	Cost Per 200	Cost Per 300
K-12 (Basic Program)	$3000	$300,000	$600,000	$900,000
Adult	$80 (to enroll in existing course)	$8,000	$16,000	$24,000
Special Ed.	$2,000 more	$200,000	$400,000	$600,000
Voc Ed.	$25 (tuition for existing course at a vo-tech school)	$2,500	$5,000	$7,500

CHART 4

For Persons Remaining at Gap

	Per Person	Cost Per 100	Cost Per 200	Cost Per 300
K-12	$1000 (on location, no transportation, 4 basic subjects)	$100,000	$200,000	$300,000
Adult	$300	$30,000	$60,000	$90,000
Special Ed	$2,000 extra	$200,000	$400,000	$600,000
Voc Ed.	$50 ($25 tuition at a vo-tech school adult course plus transportation)	$5,000	$10,000	$15,000

Mr. STACK. Dr. Scanlon, I would like to ask one question: On page 3 of your statement, you refer to the fact that President Carter has a proposal which would reimburse States for 75 percent of the cost of special educational programs for Cuban children. Now then, that would be applicable to basically the language training; it does not apply, as I understand it, to the broader range of education that we have been discussing here this morning.

Again, I would like to ask you what we asked the panel from New Jersey, if you could develop costs for us, that is, per pupil cost on children going into your schools, regardless of who they may be. Then, as I said, the initial national average per pupil cost is $2,000, you may come under or over that; then there will be special education costs, training, orientation, language training, et cetera, that will apply to the refugees; and then I would need to know also, in the case of additional children, regardless from whence they come, how much you would receive in Federal assistance. You would receive some State assistance at least, I assume.

I don't know how Pennsylvania's budget is structured. But we would like to get those costs for the districts involved, that is, the figure that I have chosen to target my bill on to try to reimburse the local taxpayer, in effect, for his out-of-pocket expenses which will result from the immigration policy.

Mr. SCANLON. I listened to the discussion of the previous witness, where you made that comment. I guess I disagree with one basic assumption, and let me share with you the Pennsylvania cost by your ground rules.

The State provides 44 percent on the average of costs to local districts, the Federal Government 7. That is 51. Local districts raise on the average 49 percent of their own dollars to educate young people. When you make the assumption that I like to, reimburse local districts for—in Pennsylvania's case their 49 percent—I have disregarded the 44 percent which is paid by local people because it happens to go to the State and is given back in the form of grants.

I would encourage you to use the 95 percent or 93 percent of this number as the number to use, not the 51.

Mr. STACK. I would like to use 100. We do pay Federal taxes too, you know, 7 percent according to your theory.

Mr. SCANLON. One hundred percent sounds like the right number.

Mr. GOODLING. I believe you did say in your testimony that it would cost an additional $3,000 per child to educate them, additionally above what we already are spending?

Mr. SCANLON. That is not quite accurate. The $3,000 per child is what we estimate the total cost would be in the State. That includes the average of $1,600 per child that we are spending; the State is already spending $1,600.

Mr. GOODLING. You are saying an additional $1,400?

Mr. SCANLON. An additional $1,400.

Mr. STACK. That is the figure I am targeting, correctly or not. Let's face it, Doctor, we do have certain realities which we must consider. In the first place the Senate may answer your problem; they have come up and restored State revenue sharing. I don't know if the House will be equally generous, but I don't think I

want to get into that. Let me say I don't wish to digress into that area at the moment.

Mr. SCANLON. I would be willing to discuss it.

Mr. STACK. Let us say that I am attempting to write not only a bill that will be equitable, however we define "equity" in these circumstances, but that would also be practical in terms of what we can expect to get through the Congress. That is the rationale I have chosen.

Again, correct me on that if you will, but I will certainly look at your figures very carefully and I want to say that I thank you all for coming and being so patient, for coming and sitting through this entire hearing.

You know what I am driving at. If you can help me with the figures to put in the bill before we go to markup on the 22d, I would certainly appreciate it.

Mr. SCANLON. We will do that.

Mr. STACK. Thank you.

Mr. GOODLING. Dr. Scanlon, you answered one of my questions in talking to Congressman Stack. We do mandate a lot of things from the Federal level and no matter whether it is education or anything else, "If you are going to mandate would you please send the money back to take care of the mandate?"

I understand you to say of all the mandates that come your way, only 7 percent of Federal dollars come to take care of those mandates, as well as any other education?

Mr. SCANLON. That is correct; that is the current Federal figure.

Mr. GOODLING. I think it is important for the rest of the people to know just what revenue sharing does mean to our State in relationship to education, particularly at a time like this when we are going to be asked to pick up a lot of additional expenditures that we did not expect.

Could you just indicate what revenue sharing means to education of youngsters in Pennsylvania?

Mr. SCANLON. I will do that.

Pennsylvania received $110 million total revenue sharing, of which approximately $75 million is dedicated to educational purposes, $55 million into special education and $20 million into transportation efforts.

With the cut revenue sharing that obviously means we are looking for $75 million new dollars for next year to replace those expenses.

Mr. GOODLING. I wanted to get that into the record because it does reflect what happens in Pennsylvania in relationship to education especially when we have a lot of new people whom we are going to have to educate. Some States will not have the same kind of impact because they may not use their revenue sharing to take care of Federal mandates in education.

Before you came in, Dr. Scanlon, I think it was Dr. Bakalis from the department of education who was indicating they have already earmarked $1 million in Federal dollars to Dade County. I asked them how much went to Pennsylvania or to Fort Chafee, since they are two other areas that are heavily impacted. I think he said that to the best of his knowledge you had not applied for any of those funds.

Mr. SCANLON. Lancaster-Lebanon has submitted an application and has not heard yet from the Federal Government concerning that application.

Mr. GOODLING. Thank you.

I don't think I have any other questions at this time.

Mr. STACK. If the gentleman would yield, I would like to clarify my notes.

Dr. Scanlon, if you don't mind repeating or confirming my understanding, you said the per pupil cost would be $3,000?

Mr. SCANLON. That is correct.

Mr. STACK. The State and Federal contributions would be $1,600, and the school district would be $1,400. Do I have that correct?

Mr. SCANLON. That is correct.

Mr. STACK. Thank you, sir.

I am temporarily presiding.

Mr. Erdahl?

Mr. ERDAHL. Mr. Scanlon, do you have any reason to believe that your costs in Pennsylvania would be any different than they might be in Wisconsin or in Florida? Are we basically talking about these Cubans, Haitians and others in the Caribbean who might come in, equating new costs to an educational system that will be pretty consistent throughout the country?

Mr. SCANLON. That is correct. The new costs will deal with better programs, prepare teachers for special help with languages, diagnostic work that needs to be done, work with families and so on.

Mr. ERDAHL. As our acting chairman knows, I was privileged to attend the hearing in Florida some days ago and I read your testimony and I will read the others. I think it is pretty consistent, in that it seems to be a local situation that stems from a national problem.

Thank you very much, Mr. Chairman.

Mr. STACK. Thank you.

Mr. GOODLING. Mr. Stack, I have one additional question. One of my colleagues keeps throwing around a figure of the most we will get to settle in Pennsylvania will be $600 and he is told by the State Department or somebody that even that is high.

Do you share that kind of thinking from your past experience?

Mr. SCANLON. We don't actually know the specific data and it is difficult to be accurate at the moment. I know we are working with the Regional Office of Education and they are in fact at the Gap today, trying to make a determination about how many youngsters might travel or stay or what resettlement might be; but $600 is probably a good guess at the moment.

Mr. GOODLING. We can probably assume that the longer they remain there, the greater it will be that they will stay in Pennsylvania because they probably do not have relatives to go visit with.

Mr. SCANLON. That is correct.

Mr. GOODLING. You indicated a large majority—I thought you said—are single males?

Mr. SCANLON. That is right, 62 percent of the people at the Gap are single males.

Mr. GOODLING. What age do they cover?

Mr. SCANLON. I am not sure of the ages.

Mr. GOODLING. Including—I think I read—a lot of youngsters who don't have parents?

Mr. SCANLON. That is correct. There are 250 children alone at the Gap without parents. The statistics are 62 percent are males but there are 3,400 families in a sense. There are a large percentage of unaccompanied women as well.

Then there are 250 children without any relatives at the Gap, traveling alone.

Mr. STACK. I have one more question. Mr. Erdahl, in the context of your reference to the Dade County hearings, I did not quite catch your remark about Dr. Scanlon's $3,000 figure. You had said something about the fact that from the testimony developed in Dade County, you came away with the impression that the average per pupil cost nationwide, seems to be about $2,000; is that your understanding, or am I incorrect on that?

Mr. ERDAHL. Mr. Chairman, my recollection from the hearings we had in Dade County was that there were various estimates given, but it seems to be between $1,000 and $2,000 of additional costs over the regular cost to educate a student.

I think it came up there, as we do in my home State of Minnesota, there are different units assigned to a student, depending on whether he or she is a high school or elementary or junior high student.

So, working with averages, it seems to me their figures were between $1,000 and $2,000 for additional language training. The educational level was considerably below that of the United States, especially those coming out of Haiti. There are varied figures, but my recollection was between $1,000 and $2,000 in additional costs per year per student.

Mr. STACK. I have to check the record. I thought I read that in Dade County they required in addition to regular per pupil cost of $2,000, an additional $1,000. Perhaps there was testimony that I don't recall, that stated it could run as high as $2,000.

I will have to check that.

But what we would be talking about here, Dr. Scanlon, I take it, would be a figure of $3,000 that would include your normal residents. The education per pupil cost would be approximately $2,000 and if we added on $1,000 that would cover in round numbers the cost of education of these?

Mr. SCANLON. In this case it is more like $1,600 or $1,400.

Mr. STACK. Thank you very much.

Dr. Ebel?

STATEMENT OF DR. CAROLINE EBEL, DIRECTOR OF ENGLISH AS A SECOND LANGUAGE, LANCASTER-LEBANON INTERMEDIATE UNIT, PENNSYLVANIA

Ms. EBEL. My name is Caroline Ebel, I am wearing two hats. I am representing Dr. Lloyd Ruoss, executive director of Lancaster-Lebanon intermediate unit. I am also here as director of the National Training Center for Teachers, who have students who don't speak English.

I want to emphasize here that I was asked to give two facts on two different aspects of what is happening with the Cuban refugee settlement.

First, our center did test the Vietnamese refugees 5 years ago and we did place them in classes; and I am going to give you some facts on their language skills, to back up the request for the additional funds that are being mentioned today.

And, second, we are a rural area, we are not like Miami. We are not like some of the areas in New Jersey. Our district covers 22 districts. They are mainly rural. You might have 20 to 50 children but the impact is just as great in rural areas because you cannot group students the way you can in larger classes in the urban areas.

So, I am going to give some of the figures, the actual costs we spent on the Vietnamese, and I think maybe they can be translated into the present situation.

First, when the Vietnamese came to Indiantown Gap, we were told we would have few in our schools. I predicted 300 by September. There were actually 500 the opening days of classes. This continued throughout the year, of course.

After 2 years, about half of them were still in classes. I think this is something we have to realize. These children are not going to be out of our classes at the end of a year. The average is considered to be 3 years of help necessary to get a child to understand English as a native student. In many cases it requires more help.

To give you some comparison of figures, in May of that same year there were only 88 of our children in need of English as a second language; that jumped to 500 in the 3-month time. Some of those children are still in programs.

Seventy-seven percent of the 500 students were from rural schools. They were not from the larger cities of Lancaster or Lebanon; they were in the rural areas. When you have a school district with 20 students you might have those students divided among 10 different buildings. That presents a real problem and it is going to happen across the country.

As director of the visual center—which is a teacher training center and 50 percent of our business now comes from Vietnamese teachers across the country—we found that the requests come in from teachers in rural areas that don't have the resources, they don't have courses to teach them and so forth. There is a real need in the rural areas and it will be so with the Cuban refugees. The refugees were settled by volunteer groups, by church groups and they did not necessarily put them all in large metropolitan areas.

Based on our costs and the districts really contracted out to us—based on our costs we have anticipated an extra cost in addition to the per pupil cost of the district of $1,504, which fits in, I think, with these other figures.

Mr. STACK. Would you please repeat that?

Ms. EBEL. $1,504 is what it cost for the Vietnamese students for language training in English as a second language.

Mr. STACK. Just special costs?

Ms. EBEL. Special courses in addition to the regular program.

Mr. STACK. Through the Vietnamese Refugee Children's Assistance Act you are getting what?

Ms. EBEL. At one time it was $300.

Mr. STACK. Somebody this morning said $300, but I believe the figure has been $450.

Ms. EBEL. $450; that is for the student. Most of those students at $1,500 received only an hour of instruction a day. As Mr. Erdahl mentioned, you have students who are at a zero level of English and students who know some English. It is 2½ to 3 hours minimum for those who know no English. That cost can go up to $4,500 a year per pupil in rural areas if you can't group them. Fortunately, in our area we had one of the title VII network training centers so we could piggyback on that center to group students. We bused across school lines, five, six, seven districts. We pulled students together in classes of 20 or 25 and we could bring the cost down to $1,000 additional. That was considered a bargain.

I do not see how——

Mr. GOODLING. I want to say we have a vote on. Congressman Stack is going early to vote and then we will try to return and we will keep it going at the same time. Hopefully, we will get there in time, if he gets back in time.

Mr. ERDAHL. You may continue.

Ms. EBEL. By grouping the students we brought the cost down to $1,000. That did not include materials or testing. This was all done through one of the National Training Centers under title VII. This was the basic language course for ESL.

I wanted to mention testing in Indiantown Gap on Vietnamese. We tested 1,861 students and we wrote up a profile so when they went to the schools the schools would receive some information on the students. Of these 11-year-olds tested—and there were 90 of those at that one testing date—90 percent had no reading or writing skills, 90 percent. Eighteeen-year-olds—60 percent. They were virtually zero on reading and writing but they spoke English quite fluently. They were working with the military and so forth in Vietnam.

I think you may find the same figures with Cuban refugees coming in. They may speak English but they may be weak in reading and writing skills.

A separate study done by our training center of eight programs across Pennsylvania with Spanish-speaking children showed that all but one school building was dismissing English as a second language of pupils from the bilingual programs below a third grade reading level, even though those students might be in second grade.

What I am saying is that I think we need much more additional help in the teaching of reading and writing. It is not just a matter of teaching these students to speak English.

Based on our work with the Vietnamese students, I would like to conclude that I think the Federal Government should be prepared to provide specialized tutoring in ESL for as long as 3 years, to spend a minimum of $1,500, and it could go up to $3,000 per pupil for students in groups; and to call on the expertise of the title VII network training centers in order to keep those costs to this minimum of what I call $1,500 to $3,000, by pooling of materials, by doing teacher training through these already existing centers, and to be sure to include support in the native language, French and Spanish, of these children when they are learning English, so they

don't fall behind 3 years in areas of math, science, and social studies while they are getting the basics of English.

Mr. Chairman, I see problems for our local schools and I certainly see them if we are only going to give $300, $500 or even $800 for the schools. $300 to $450 can only be called tokenism; it will open the door but will not solve the problem of providing adequate education.

It is a national problem, not a local one. Thank you.

Mr. GOODLING. I will vote and come back.

Mr. STACK [presiding]. The hearing will come to order.

Ms. Ebel, I believe, had just concluded her testimony. I want to commend her for her testimony because she did bring out a point that I think is very important for us to consider, and that is the obvious fact that the cost in rural areas will be higher than in urban areas, and because of that the per pupil cost will be a good deal higher.

In writing the language of this bill, which is going to mark up July 22, we will take that into account. So I am certainly pleased that you brought that point out.

I thank you and I have no further questions for the panel. Mr. Goodling?

Mr. GOODLING. Only to say that I passed Congressman Walker in the hallway and I know many Pennsylvanians will be happy to know in their committee this morning they were able to restore the State portion of revenue sharing back.

Mr. STACK. If there are no further questions of the witnesses, we want to thank them.

Mr. SCANLON. Mrs. Tufts is here.

Mr. STACK. Ms. Tufts, president, National School Boards Association, please, would you favor us with your testimony?

STATEMENT OF JEAN TUFTS, PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, WASHINGTON, D.C.

Ms. TUFTS. Thank you. I am Jean Tufts, president of the National School Boards Association. NSBA represents nearly all of the 16,000 local school boards of 95,000 elected or appointed members.

I am pleased that you have invited me to testify before this subcommittee as you search for ways to help school districts meet the challenge of educating newly arrived Cuban and Haitian refugee children.

I was particularly pleased to have had an opportunity to speak to two school board members from Dade County, Holmes Braddock and Ethel Beckman, who are already concerned and we have been in constant touch with these people, with their concerns.

Once again, this subcommittee is leading in the effort to provide equitable relief for school districts to meet their special needs.

In addition, I want to commend Congressman Stack for moving quickly to establish legislative authority for these efforts and particularly for your concern for the local school boards' dilemma in the situation with the children whom we serve in the public schools.

H.R. 7425 extends one of the two authorities available among Federal education programs that serve similar populations.

Certainly, NSBA will support this method of providing aid. I would call attention, however, to another possible authorizing opportunity, the Impact Aid Act.

The original purpose of section 4 of Public Law 81-874 was to provide assistance for school districts that had experienced increased enrollments during earlier substantial immigrations.

As you are undoubtedly aware, last week an amendment to the Impact Aid Act was passed by the Senate. Offered by Senator Harrison Williams, chairman of the Committee on Labor and Human Resources, the amendment creates a new subsection of section 4 which allows local education agencies to receive payment for the additional cost of educating this group of children.

School districts are eligible for payments if they have experienced an enrollment increase in any school year of at least 20 students. In subsequent years, school districts are eligible for payments for those refugee children in average daily attendance.

The amendment defines refugee children as those who have been paroled into the United States, who are applicants for asylum or who have been granted asylum since November 1, 1979. These are considered a separate category from other impact aid children. Thus the appropriation will not compete for other impact aid funding.

The amendment was attached to the Higher Education Act of 1980 which is now pending conference committee action; therefore, the impact aid approach offers an opportunity for an immediate remedy and would provide a vehicle for providing excess cost over other present local, State, and Federal funding.

The earlier hearing in Miami, and the testimony today, surely have established that aid to impacted school districts is necessary. In order for these children to receive needed services, legislative authority should be available as quickly as possible. Therefore, I would urge that the committee support Senator Williams' amendment.

Although Congress has moved to provide emergency payment for Cuban refugees, school districts will feel that effects from the recent influx of refugee children for many years; therefore, it is important to establish long-term legislative authority for aid.

I commend the committee for taking up this matter. We do support H.R. 7425. However, we do offer impact aid as another vehicle.

On behalf of the National School Boards Association, I look forward to working with you to see that our newest immigrants become integrated into the American melting pot through our public schools.

Thank you very much.

Mr. STACK. Thank you for your testimony, and I might say, of course, that we are aware of Senator Williams' amendment and certainly it is important. It may very well be that as we go along we may be able to merge his efforts and our efforts to accomplish the purpose which we have addressed this morning.

I have no further questions. Your statement is clear and concise and informative and I thank you for it.

Mr. Goodling?

Mr. GOODLING. I probably should not miss this opportunity to say we even need the Youth Act of 1980 to take care of some of these children as we move down the road.

I have no other questions.

Mr. STACK. I will buy that.

I thank the panel for coming, and we thank you for your testimony.

We have one additional panel, Mr. Gregory Humphrey of the American Federation of Teachers; and Mr. James W. Green, manager of legislation, National Education Association. They will submit their statements for the record.

[Prepared statements referred to above follow:]

PREPARED STATEMENT OF THE NATIONAL EDUCATIONAL ASSOCIATION, SUBMITTED BY BOB CANAVAN, LEGISLATIVE SPECIALIST

Mr. Chairman and Members of the Subcommittee, the National Education Association appreciates the opportunity to testify on the subject of federal assistance to local education agencies affected by the recent influx of refugees. We commend you, Mr. Chairman, and Committee Members, for taking the lead in addressing this question through the hearings you held in Miami and the testimony you are hearing today.

The National Education Association is keenly concerned about the problems associated with the flow of refugees into the United States. Local communities and local education agencies in which the refugees will be settled must be compensated for the expenditures they will have to make to provide services for the refugees. There will be a profound financial burden placed on local communities and local education agencies.

The National Education Association contends that the refugees are being resettled in the United States as a direct result of federal policy. Accordingly, we believe, the federal government has a clear and direct responsibility to aid the local communities and local education agencies impacted by the federal decision.

The refugees—Cuban, Haitian, as well as any future groups admitted—have great needs. Schools will play a vital role in helping to ease their transition into our society and culture. The responsibility for establishing the immediate programs to aid the refugees will fall on local governments and local education agencies. We are confident they will make every effort to accommodate their suddenly increased student enrollments. But, realistically, they cannot be expected to stretch their limited resources to do so. If adequate programs are to be in place to educate the refugee children who will be enrolling in our schools, the federal government must take the lead in providing the necessary financing.

The nature of the bill before you, sponsored by Mr. Stack, will provide assistance to local education agencies for the education programs they must provide for the children of Cuban and Haitian refugees under the terms of the Indochinese Children's Assistance Act. We support Mr. Stack's effort to cope with the problems facing local education agencies, although we believe the Congress should address itself to the longrange question and implications of national refugee policy. While we are in accord with Mr. Stack's attempt to ease the current crisis we hope the Congress will develop a response for the long term rather than dealing in emergency stopgap measures as each new wave of refugees enters the country.

The Senate last week, June 23, adopted an amendment to the Higher Education Reauthorization bill (S. 1839) which would qualify local education agencies under the Impact Aid law for assistance due to the sudden arrival of refugees as the result of federal policy. The National Education Association supports this amendment. We believe compensating local education agencies for the enrollment of refugee children present as the result of federal policy is consistent with the purpose of the Impact Aid program.

The National Education Association believes there is a real and immediate need to assist local education agencies affected by the sudden enrollment of refugee children. We support your Subcommittee's study of the issue. We urge Congress to move quickly to establish the necessary mechanism to provide aid as quickly as possible.

Thank you, Mr. Chairman and Members of the Subcommittee, for permitting us to submit our remarks.

American Federation of Teachers AFL-CIO

ALBERT SHANKER
President

11 Dupont Circle, N.W.
Washington, D. C. 20036
(202) 797-4400

September 4, 1980

Honorable Carl D. Perkins
Chairman, Subcommittee on Elementary,
Secondary and Vocational Education
U.S. House of Representatives
Washington, DC 20515

Dear Chairman Perkins:

The AFT strongly supports legislation by your Subcommittee to help alleviate the educational and financial problems faced by local education agencies due to the flood of Cuban, Haitian and Indochinese refugee children.

As I am sure you know, providing an adequate education for these children is a vital first step toward solving the economic and social problems faced by all new immigrants to our land. However, the problem is so massive that no local education agency can solve it by itself. Refugees now arriving in the United States come with the most severe types of educational problems including an inability to understand the language of our school system--English. Many also come from places where no schools have operated for many years.

We would prefer a program that provides additional assistance to school districts with the highest concentrations of refugee children. But all school districts serving any significant number of children should receive assistance as well. Such Federal assistance is well-justified by the fact that the waves of refugees in the United States are here due to global political conflict and are seeking asylum because of a lack of human rights at home. It is in the best traditions of the United States to offer a homeland to the homeless. Refugee problems while they are acute tend to be temporary and we believe that a program could be phased out within a few years after school districts have had the opportunity to provide the intensive and costly instruction needed in the first few years in the United States. This type of aid will cut future costs for income maintance programs by giving refugee children a chance at self-sufficieny.

I hope the Subcommittee sends HR 7859 forward as soon as possible. Local education agenices need assistance immediately.

Simcerely,

Gregory A. Humphrey
Director of Legislation

opeiuf2/aflcio

Mr. STACK. And this will conclude the hearings. Thank you all. Markup July 22 in this room.
[Whereupon, at 12:35 p.m., the hearing was concluded.]
[Additional material submitted for the record follows:]

PREPARED STATEMENT OF NELSON F. ASHLINE, INTERIM STATE SUPERINTENDENT, ILLINOIS STATE BOARD OF EDUCATION

The Illinois State Board of Education is pleased to submit testimony to the Committee on Education and Labor, on which three distinguished members from Illinois serve, Representatives Daniel Crane, John Erlenborn and Paul Simon. We thank Chairman Carl Perkins and Representative Edward Stack for having the foresight to focus the nation's attention on the educational needs of Cuban and Haitian Refugees Pending Status.

It must be emphasized that the following impact statements are provided as estimates intended to illustrate the dimensions of the refugee problem. We have tried to provide you with competent estimates which can assist the Committee in defining the enormity of the task.

Our Governor's office has secured estimates from various federal agencies which anticipate the arrival of approximately 22,000 refugees in the Chicago area. Of that number, 1,720 will be school-age children between the ages of 5-17 year of age and twenty thousand or 80% will be single, male adults, eighteen years or older.

The following costs are associated with the education of the 1,720 school-age children:

Average Estimated 1979-80 Illinois Per Pupil Cost for a Regular Education	@$2,054	=	$3,532,880
Bilingual Services	@ 500	=	860,000
Transportation for Only One-Third at Average Rate		=	77,355
	TOTAL		$4,470,235

Our program specialists note that the average per pupil costs for next year should increase about 10%. Moreover, it should be noted that there are geographical variances in per pupil costs between Chicago, suburban and down-state school districts. The federal projections estimate that the Chicago area will receive the majority of the refugees. Therefore, per pupil costs would be higher but transportation costs will be lower. Since the Committee is interested in general impact, we have attempted to provide average costs as the most applicable estimate.

If H.R. 7425 extending coverage of the Indochinese Refugee Children Assistance Act of 1976 (IRCA) to Cuban and Haitian refugee children becomes law, we estimate that the 1,720 children would qualify as "recent arrivals" for a higher per pupil assistance of $256 as currently provided under IRCA. That could generate the need for $440,000 in federal assistance as compared to nearly $5 million in state outlays.

We would like to urge the Committee to examine other forms of assistance in addition to IRCA, which would provide an equitable partnership between the federal government, state and local school districts.

The large number of single, male adults provides a more intense challenge and presents the following educational issues that should be addressed:

1. Since many of the refugees are not only illiterate in their own language as well as English, English-As-A-Second-Language (ESL) should be provided as a "crash course" to the refugees;

2. Life-Skill training should be available to assist these individuals with coping with the American way of life; and,

3. Training will be needed to teach the refugees special skills to enable them to become employable.

These services could be financed by expanding the Adult Education Act program to include a special category for Cubans and Haitians and additional appropriations should be provided to cover the extra costs.

Cost projections for the educational programs described above are as follows:

Fifteen month ESL program for all refugees
Average of three hours per day for 180 days
20,000 x 3 hours x 180 days x $3.50 = $37,800,000

Fifteen month ESL Life-Skill program
Average of two hours per day for 180 days
20,000 x 2 hours x 180 days x $3.50 = $25,200,000

Eighteen month Skill Training Program for approximately half of the client group
10,000 x 4 semesters x 15 credits x $27 = $16,200,000

An extensive counseling program for one-half hour per day per person for 180 days should be provided
20,000 x 180 days x .5 x $3.50 = $6,300,000

TOTAL $85,500,000

We appreciate the opportunity to present these estimates to the Committee and we look forward to assisting you in meeting this challenge to education.

Nelson F. Ashline
Interim State Superintendent of Education

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS
LEADERSHIP FOR LEARNING

Office of Governmental Relations
AASA's Voice in Washington

July 10, 1980

The Honorable Carl D. Perkins, Chairman
House Committee On Education and Labor
2181 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

On behalf of the 19,000 members of the American Association of School Administrators, I would like to applaud the initiative taken by you, Representative Edward Stack and your subcommittee to help schools meet the awesome task of educating those who seek refuge in our land.

Our schools, like America itself, have always offered a safe haven to all who seek to better their lot and that of their families and nation. This country's schools strive daily to aid the native-born and the newcomer to realize this American challenge. We have successfully answered the call -- indeed, our success is due in large part to your able and caring leadership for learning.

But a decision on the part of our national government -- a judgment we support because of its humane intent -- is stretching the resolve and resources of many school districts to their limit. A massive human tragedy is being averted because of the federal government's decision to give asylum to refugees from Cuba, Haiti and elsewhere. In defusing one disaster, however, the federal government is leading a defenseless party -- America's schools -- into the midst of a major calamity.

The refugees require services far in excess of what most students need. Besides the English language training to facilitate normal communication in this country, many will need such assistance as counseling, employment training and remedial instruction -- expensive educational services that have not been provided for in school budgets for this year or next.

Many districts, particularly those in hard-hit Florida, are under state mandates to maintain balanced budgets. In this era of fiscal austerity, they are already operating with limited programs and severely reduced staffing.

As Dr. Leonard Britton, superintendent of schools for Dade County, Florida, and a long-time member of AASA, testified in Miami, refugees are enrolling

(703) 528-0700
1801 North Moore Street • Arlington, Virginia 22209
An Equal Opportunity Employer

in his district at a rate of more than 300 per day, an unforeseen bulge in attendance sufficient to fill up ten new classrooms per day. Dr. Britton estimated that -- at a minimum -- the Dade County Public Schools will need $20 million to handle the excess costs not expected to be covered by state and local support.

Without 100 percent federal reimbursement to school districts for the cost of educating these recent arrivals, programs for regular students will have to be cut. The wounds will take years to heal.

Limited federal support will bring upon the schools the ire of a public increasingly incensed at our government's insistence that localities bear the burden of Washington's decisions. The public demands, and rightfully so, excellence in education. In this case, because of the origin of our dilemma, that excellence can only be maintained with full financial support from Washington. We urge Congress to act swiftly to solve this dilemma facing education.

Sincerely yours,

Charlotte Friedman

Charlotte Friedman
Legislative Specialist

CF/sas

cc: Representative Edward Stack